



# Exchange

September 2014



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## BENCHMARKING

By Suzan Cogswell

Simply, a benchmark is a point of reference. This 19th century land-surveying jargon referred to a point of known elevation from which other elevations could be determined. Frequently bronze disks were set in stone or concrete, as markers with which to compare.

Likewise, in law enforcement benchmarks provide an opportunity to compare ourselves with other agencies to foster a culture of service excellence.

Benchmarking requires data and in the U.S., crime data is compiled by the FBI and published in the Uniform Crime Reports while victimization data is collected by the Bureau of Justice

Statistics through the National Crime Victimization Survey program. While crime rates may seem an obvious indicator of police performance, they address only one area of an officer's duties. Perhaps only 10% to 15% of an officer's time is spent dealing with the kinds of crime tracked in police statistics, according to the Municipal Research Services Center (MRSC) in Seattle. Officers may also respond to medical emergencies or traffic control needs, conduct public safety programs or other duties. Crime also tends to be cyclical, making short term comparisons difficult to use as an indicator of improved performance.

*(continued on next page)*



US Coast and Geodetic Benchmark and Toronto Municipal Benchmark



## 2014 IALEP Planners Course

By Barry Horrobin

Looking for some great, interactive law enforcement planning training—for any level of experience? Mark your calendars for November 3, 8:30AM to November 7, 12PM. The Planners Course is heading to the sunshine state! A big shout-out to Stan Nelson, Director of Planning & Research with the Lee County Sheriff's Office for hosting.

The class features an assortment of topics from strategic planning, crime analysis, and risk management, to police facilities planning and design, CPTED, project management, and community mobilization.

Instructors Barry Horrobin of the Windsor Canada Police Service and Peter Bellmio, a Maryland-based LE consultant, will be instructing their 26th Planners Course for IALEP! Joining Barry and Peter will be John Kapinos from the Fairfax County, VA Police Department. John replaces long-time instructor Marty Lege from the North Texas Tollway Authority, who has moved on to a wonderful consulting opportunity in Austin, Texas.

Marty has left her mark of professionalism on the many she has connected with over the years in the Course; she will be missed! Perhaps with the change

of scenery she will reflect thoroughly on her poor choice of a favorite NFL team...the Pittsburgh Steelers...and finally start pulling for the real winners...the Green Bay Packers!!

The first Planners Course had its humble beginnings in May 2000 and has been held in cities in both Canada and the United States covering two provinces (Ontario and Manitoba) and 15 states (AZ, CA, FL, GA, ID, MN, MO, NE, NM, NC, OH, RI, TX, VA and WA). Perhaps your city or province will be the next to host? Find details for the Fort Meyers Course, in November at [www.ialep.org](http://www.ialep.org).

**IALEP Member Poll**

Q1. Do you, or have you in the past two years, formally compared your crime rate with other agencies?

60% YES 40% NO

Q2. How did you pick the agencies against which to compare your agency?

- ⇒ Compare to cities with similar population size in the state
- ⇒ Compare to neighboring cities, regardless of population
- ⇒ Compare to the 8 largest police agencies nationally
- ⇒ Compare to cities who also support a professional sport team
- ⇒ Participate in ICMA Benchmarking Initiative
- ⇒ Participate in voluntary government benchmark program
- ⇒ Use Statistics Canada and query all size agencies for best practices/policies
- ⇒ Compare police districts within the city to cities of similar size
- ⇒ Submit and compare crime rates to measures in Ontario Municipal Benchmarking Initiative. All are collected in same manner to ensure comparability.

## Benchmarking con't.

Several prominent organizations dispute the validity of using crime rates to rank cities, including the FBI, the American Society of Criminology, and the John Jay College of Criminal Justice. Reasons include: 1) the rankings are an incomplete analysis and provide no insight into what drives crime in different cities; 2) cities and states do not count crime the same way and the reported crimes can be easily manipulated; and 3) crime rates may characterize a whole city based on the criminal activity in a small neighborhood.

One of the difficulties with benchmarking is determining which agencies are comparable. As a result, many cities merely compare current performance with the same measure in previous reporting periods to see whether performance is improving or declining.

The alternatives to benchmarking include using best practices and professional standards to improve services and reduce crime, acknowledging that multiple factors correlate with, or contribute to crime. A number

of studies have shown a relationship between crime and poverty and between crime and lower education levels or employment opportunities.

The MRSC posits that "it may be fairer to apply crime rates as a measure of how the city as a whole is doing in addressing crime rather than as a tool to judge police department performance." Eliminating crime will require more than efficient police operations and resources. Until then, no city is safe enough if you ask a crime victim.

## Ontario Benchmarking

By Marg Gloade

Policing is one of 36 service areas included in the Ontario Municipal Benchmarking Initiative (OMBI) [www.ombi.ca](http://www.ombi.ca). OMBI is a voluntary, co-operative effort initiated over 14 years ago by the Chief Administrative Officers and City Managers of 15 municipalities in the Province of Ontario, and now includes other cities from across Canada. The purpose of OMBI is "to foster and support a culture of service excellence in municipal government by creating new ways to measure, share and compare data and operational practices."

Several of our IALEP colleagues sit on the Police Expert Panel for OMBI. The Expert Panel for each service area develops performance measurements, defines data sources and influencing factors, and provides a forum for the exchange of ideas and peer review. The annual OMBI report and the detailed data warehouse available to participants offer a wealth of comparable data that both answers and generates questions. What constitutes superior performance? What policies and practices drive performance? What can we do differently or more efficiently?

Participating in OMBI is another step toward accountability and transparency in service delivery. Crime rates, human resources, and financial performance measurements are the core measurements in the police sector. With both our provincial and national governments eager to explore more comprehensive performance measurements that include non-criminal police workload, emergency response, and calls for service, OMBI's Police Expert Panel will be actively participating in the challenges ahead.



## Hello Albuquerque! Here we come!!

### Trivia Question:

Who won the Annual Report Contest at the 2013 IALEP Conference ?

# Measuring Police Performance

By John Kiedrowski and Barry Horrobin

*Under the new public management model there has been a concerted effort to implement performance measures to assess the quality of police service delivery, determine policing workload, identify community impact, and quantify operational efficiency. This new management philosophy is a response to the growing costs of policing, the rapid changes affecting police organizations' perceived low effectiveness, the dissatisfaction of some segments of the public with regard to the adequacy and fairness of police service, and the demand for greater accountability by different orders of government (federal, provincial, regional, municipal) and the general public. The following article provides a perspective on police performance metrics in Ontario, Canada.*

Canadian provincial police acts have no specific statutory requirements for performance measures. The acts vary from province to province and typically set uniform standards for municipal policing services, provide for the creation of police oversight boards and commissions, and establish criteria for the management and operation of police services. Under these criteria, some police boards have approved performance metrics but there are no provincial guidelines or policies on the development of specific performance metrics beyond the few that are prescribed for mandatory annual reporting through the province's "Municipal Performance Measurement Program" (MPMP).

The list of the MPMP measures is somewhat limited in scope and therefore does not adequately address the need for comprehensive performance measurement/assessment of policing services. The *Ontario Police Services Act*, section 30 (1) of the Adequacy and Effectiveness of Police Services Regulations does mandate the exist-

ence of qualitative and quantitative performance measures in specific areas of the Board's business plan relating to: (i) the police services' provision of community-based crime prevention initiatives, (ii) community patrol and criminal investigation services, (iii) community satisfaction with police services, (iv) emergency calls for service, (v) violent crime and clearance rates

for violent crime, (vi) property crime and clearance rates for property crime, (vii) youth crime and clearance rates for youth crime, (viii) police assistance to victims of crime and re-victimization rates, and (ix) road safety.

### Municipal Performance Measurement Program

In Ontario, the *Municipal Act, 2001* requires municipalities to measure and report to the taxpayers on their service delivery performance under the Municipal Performance Measurement Program (MPMP). For further information on MPMP see: <http://www.mah.gov.on.ca/Page297.aspx>. Ontario became the first province to mandate such a measurement program for all municipalities. Under the MPMP, municipalities report on efficiency and effectiveness measures for 13 service areas that include policing. While the MPMP is not tied to provincial funding or transfer payments, municipalities are encouraged to incorporate this information into their annual business plans and budget reviews for setting new targets and measuring achievements. The Table to the left provides an overview of reported MPMP police service measures.

### OMBI

Due to the limited scope of the MPMP, the Ontario Municipal Benchmarking Initiative (OMBI) was established. OMBI direct services include 24 areas that have direct and immediate affect on the quality of residence in that community. Police are included as a direct service.

**Expert Panels and Policing**  
To develop core performance indicators that permit compar-

son and to identify common definitions and costing models, OMBI established expert panels for each area. The panels review submitted data and assess its consistency and relevance to the OMBI process. The Expert Panel also plays an important role to help disseminate the information to the member municipalities.

### Key Police Performance Measures

Forty-one policing measures have been identified by the Expert Panel encompassing four distinct performance areas: 1) Community Impact measures; 2) Police Service Level measures; 3) Efficiency measures; and, 4) Customer Service measures.

The Expert Panel identified the type of data to be collected or the type of activities (inputs) and the direct products and services delivered by policing services (outputs). The categories attempt to incorporate the traditional indicators such as crime control, but try to measure internal operations and resources and the communities they serve.

### Annual Performance Benchmarking Report

Participating police services submit data to OMBI for the annual performance benchmarking report. The OMBI Report presents selected indicators and data on which the participating police services can gauge their performance against a provincial average. The Benchmarking Reports also help to identify and share best practices in police management. Best of all, the Benchmarking Reports allow a participating member to learn something of value from someplace else!

Service Area	Objectives	Type of Measure	Specific Measure
Police Service	Efficient police service	Efficiency	Operating costs for police services, per household
Property crime rates	Safe communities	Effectiveness	Property crime rate, per 1,000 persons
Total crime rate	Safe communities	Effectiveness	Total crime rate, per 1,000 persons (Criminal Code offences, excluding traffic)
Violent crime rates	Safe communities	Effectiveness	Violent crime rate per 1,000 persons
Youth Crime Rates	Safe communities	Effectiveness	Youth crime rate per 1,000 youth

## The Odyssey of Planning Certification: A Story of One Amazing Person

By Will Werner

*I decided that I finally met the requirements to apply for Planner Certification with IALEP. The process of developing an effective application and portfolio of work proved to be nothing compared to the effort required to simply get the package to its final destination in Torrance, California!*

In early 2014, after spending a substantial amount of time crafting my application and portfolio, I took the small binder and an envelope and placed them in a brown box that I had recycled from a previous purchase. I made sure to remove any previous postage or address information and affixed a new label for delivery to the IALEP address in California. The package was picked up from the St. Louis Metropolitan Police Department by a package service, and it began its journey.

I diligently checked the tracking information to ensure that the package containing a personal and professional milestone was making steady progress to the destination.

After a week I noticed that the package was listed as “Out for Delivery.” Little did I know, that was accurate but not in the way I would have hoped.

At 11 PM one night, a nice young woman left a simple message on my phone saying that a package had been dropped off at her door that contained what looked like very important information. She wanted to know how to get it where it needed to go. I received this message the following day and needless to say, I was confused and a little angry.

I called customer service at the package service to inquire about

the package and the mistaken delivery when the address was clearly marked on the box. I was informed by a stereotypically disgruntled customer service representative that the company does not deliver to PO Boxes. (Nice to know!) I responded with a simple question. “Why did the driver deliver it to a random house and not send it back?” That question was answered

with one of the best lines I have ever heard. “Sir, it is not our driver’s responsibility to make sure the package gets to the destination it is supposed to. We do our best but that is not their job.” After a few more minutes of arguing, the rep refused to refund my money and said they had no idea where the package was left.

Thankfully, the young lady that had called, named Jennifer, was nice enough to try and contact me. She proved to be the most important part of this story. After much conversation via text, email, and phone, I was able to coordinate with her and Denise Thurston to drop off the package. Jennifer was nice enough to drive the package to its final destination!

I guess the take away from this is that even though we may plan and take every possible precaution, sometime things go wrong. However, it is important to remember that there are still amazing people in this world that will go out of their way and take time from their day for a perfect stranger. To Jennifer of Torrance, California, THANK YOU!



## Kudos to IALEP

By Captain Todd Smoak

When it comes to law enforcement planning, most of us will readily agree that for decades it was nonexistent. I agree that utilizing planning methods in law enforcement have lagged behind the corporate world; my own experience confirms it. However, I cannot accept the overriding assumption that law enforcement planning is still not a common practice for agencies today. The undeniable transition of the planning methodology used in the corporate world to the public sector proves the point.

People assume that all law enforcement agencies’ spending follows a similar path as

the rest of government, that of a steady decline toward wasteful and unstructured expenditures. While some are convinced that law enforcement planning is still not being used to run agencies efficiently and effectively, others maintain that law enforcement planning in some form or another has become a part of the decision-making process in a majority of agencies globally. Although police planning may seem trivial to some, it is in fact crucial in terms of unifying an organization’s future in today’s concern over transparency and budget constraints.

Throughout my career I have completed assignments and duties for what is now de-

scribed as a criminal justice planner or police planner. I recall being very frustrated because of the absence of a specific body of knowledge and professional resources. In fact, the economic downfall in 2008 that created an environment of do more with less followed by recent government transparency practices consequently had me searching business resources and shaping those methods into a workable system to complete my job assignments.

Today there is assistance out there that a police planner can use to get their assignments done. This great resource is

the International Association of Law Enforcement Planners (IALEP). I attribute the evolution in law enforcement planning to the commitment and dedication of IALEP’s past and present members and leadership. IALEP has effectively met and continues to meet the needs of criminal justice planners globally. My discovery of IALEP a few years ago expanded my law enforcement planning knowledge and has provided a network of planning professionals to contact.



## Thinking About the Future By James Kobolt

**In the 2000's** most of our agencies are working on methods to predict the future. We want to predict who will commit the next crime, when and where. We want to be there before it happens. However, thinking about the future did not start with today's "analysts" and "forecasters." Law enforcement planners have always thought about the future. It is in the planners DNA. Planners research what **has** happened in the past, they look at what others **are** doing, and then they take those findings and accomplish a **future** endeavor with some degree of success.

**In the 1980's** I was a young police officer in Kansas City, MO recently assigned to the Staff Research Unit of the Administrative Analysis Division.

Major Arthur Barnett was my boss. "Kobolt, I have good news and bad news. Which do you want first?" he said, "The good news, sir" I replied. "The good news is I am making you the Repository Director for the National Association of Police Planners. As part of your duties I am sending you to their next meeting in Baltimore. WOW! A police officer was getting a paid trip! What could be the bad news after this?" "Take good notes. You are planning next year's conference here in Kansas City."

We put the schedule together for the 1988 conference with cool topics like a debate between two chiefs on opposite sides of the accreditation issue; an FBI agent who talked about drug use and hiring standards; and Steve Hennessy from the Minnesota Bureau of Criminal

I remember when we first heard of the Internet and email. "We need that!" I said. "What would we use it for," the boss said. Who knew?

**In 1990** Pat Eldridge of the Corpus Christi PD lassoed SSA William Tafoya for their IAEP conference. Tafoya taught a class on "futures research" at the FBI Academy. He devised a method to query LE practitioners and academics using a Delphi technique to identify issues that would confront LE in six periods:

**Immediate:** Present to 2years  
**Short Term:** 2 to 5years  
**Mid-term:** 5 to 10years  
**Long Range:** 10-15years  
**Extended:** 20-50years  
**Distant:** 50years and beyond!

Now this was something a planner could get their teeth into; the future! Tafoya forecasted upticks in enforcement, more involvement of citizens, civil unrest, and increases in domestic terrorism.

In April of 1991, SSA Tafoya invited 250 guests to the first "International Symposium on the Future of Law Enforcement" including Phil Keith, Knoxville PD, Tom Reding St. Paul PD, and Mark Calhoon Newport News PD. Alvin Toffler, the futurist, spoke at the Symposium. Toffler gained notoriety with his books, *Future Shock*, *The Futurists*, and *PowerShift*. It was his belief that eventually computers would be used in crime. Most of us just looked at each other in disbelief. Who knew?

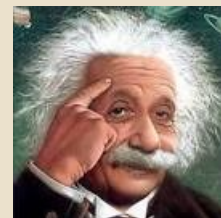
Tafoya went on to form the Society of Police Futurists International and Tom Reding became one of the original steering committee, thus linking police planning and police futures research.

### Trivia Question:

In what year did the Association of Police Planning & Research Officers and the National Association of Police Planners merge to form IAEP!! ?

Apprehension to give his Myers Briggs Test to the members so we could all find out most of us were ESTJ's or ISTJ's.

To say LE was not tech savvy would be an understatement. We did not have computers (plural); we had THE computer connecting us with a variety of "dumb" terminals. A few agencies were experimenting with digital report taking, but the technology was just not there yet. Most of our records units were graveyards of paper reports. All this information and no way to use it!



*"Not everything that counts can be counted, and not everything that can be counted counts," reads a sign hanging in Albert Einstein's Office.*



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**Trivia Answers:**

★ 1991 ★ York Regional Police

The Arlington Texas Police Department is proud to host IALEP



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**Editor**

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## A Word About.....

### .....Body Worn Cameras

“Once you put cameras in the field, you’re going to amass a lot of data that needs to be stored. Chiefs need to go into this with their eyes wide open. They need to understand what storage is going to cost, what their storage capacities are, and the amount of time it take to review videos for public release. It is a major challenge.”

*Chief Kenton Rainey, Bay Area Rapid Transit Police*

### .....Body Worn Cameras

“Because technology is advancing faster than policy, it’s important that we keep having discussions about what these new tools mean for us. We have to ask ourselves the hard questions. What do these technologies mean for constitutional policing? If we embrace this new technology, we have to make sure that we are using it to help us to our jobs better.”

*Charles Ramsey, Philadelphia Police Commissioner*

### Factors to Consider When Purchasing Technology

- **Cost-effectiveness:** Will the technology be used frequently enough to justify its purchase?
- **Training:** How much training is required for officers to properly use the technology?
- **Service and Maintenance Requirements:** What are the costs associated with operating, maintenance, and maintenance/service agreements?
- **Operational Needs:** Is the technology designed to make the jobs of officers safer, easier, or more effective?

## Welcome New IALEP Members!

- |                          |                      |                                 |                             |
|--------------------------|----------------------|---------------------------------|-----------------------------|
| Joshua Martin, NY        | Matthias Downing, OH | Terry Tryon, AZ                 | Manuel Marquez, TX          |
| Ronald Wilhelmy, NY      | Danita Woodley, OH   | Daniel Hughes, AZ               | Maria Garcia-Cunningham, NM |
| Ashley Helberger, PA     | Megan Howe, OH       | Deanne Aguilera, AZ             | Luz Elva Gonzales, NM       |
| Melissa Rivord, MD       | Deborah Bauer, OH    | Cathie Gura, AZ                 | Rita Erickson, NM           |
| Michael Koffenberger, MD | Chantia Miller, OH   | Eric Stall, AZ                  | Matthew Budds, CA           |
| Chernoh Wurie, VA        | Sherri Meisel, MI    | Margaret Hendricks, AZ          | Eddie Holcomb, AR           |
| Danny Rhodenizer, VA     | Hiroshi Witt, IL     | Erika Wiltenmuth, AZ            |                             |
| John Harrison, VA        | Bob Muenz, MO        | Erika Wade, WA                  |                             |
| Susan Dellinger, NC      | Jack Foster, MO      | John Drummond, ON, Canada       |                             |
| Alisha Hamilton, NC      | Keith Kirchhoff, MO  | Jim Adams, ON, Canada           |                             |
| Daniel Divine, FL        | Tommy Wright, MO     | Jessica Abra, ON, Canada        |                             |
| Amber Grier, FL          | Dean Obermark, MO    | Amanda Franceschini, ON, Canada |                             |
| Denise Guzzi, FL         | David Moloy, KS      | Sara Skinner, AB, Canada        |                             |
| Laurie Buechl, FL        | Michael Daniels, KS  | Keri Rak, AB, Canada            |                             |
| Tami Canger, FL          | Esteven Valdez, CO   | William Gribble, TX             |                             |
| Cristie Taylor, KY       | Anthony Parisi, CO   |                                 |                             |
| David Lyons, KY          | Sylvia Sich, CO      |                                 |                             |