

# SUBJECT TO DEBATE

A NEWSLETTER OF THE POLICE EXECUTIVE RESEARCH FORUM



**Domestic Violence and the Reluctant Victim: Prosecuting Without the Victim's Cooperation** | PAGE 3

VOL. 22, NO. 3 | MARCH 2008

## Lesson from PERF Conference: Don't Just Denounce 'Stop Snitching'; Understand It

POLICE LEADERS NEED TO DO MORE THAN DENOUNCE THE "Stop Snitching" phenomenon; they need to look inward and acknowledge that their own actions sometimes contribute to the problem, and they need to redouble their efforts to gain the trust of those who live in crime-plagued neighborhoods.

That is the general view expressed by many of the police chiefs, elected officials, and neighborhood leaders who traveled to Washington, D.C. for PERF's "Stop Snitching" conference on March 6. The conference was the brainchild of Carl Peed, director of the Justice Department's COPS Office, which provided funding for it.

Stop Snitching is not an entirely new phenomenon, participants at the conference said, but it has gotten worse in recent years due in part to technology—including the *Stop Snitchin'* video produced in Baltimore in 2004, in which drug dealers threaten violence against people who cooperate with police. Rap stars and other pop culture icons who support the Stop Snitchin' idea can spread their message instantaneously through the Internet and other media.

To explore the causes of the Stop Snitching phenomenon, its effects, and what police can do to counteract it, PERF invited police chiefs to the day-long conference—and asked them to bring along community leaders from their jurisdictions who could explain why

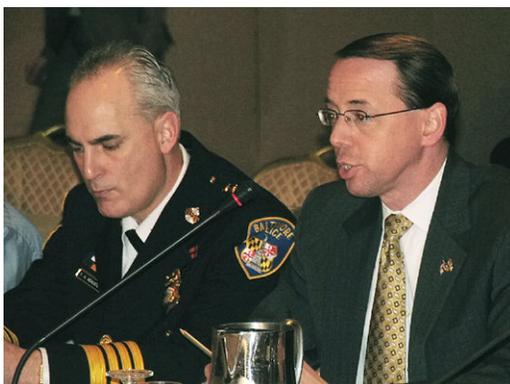
so many people in high-crime neighborhoods come to adopt the Stop Snitching attitude.

### 'IF I KNEW WHO SHOT ME, I WOULD NOT TELL YOU'

The chiefs described the problem in gripping terms. "It's happening in San Francisco," said Chief Heather Fong. "You have a crowd where a homicide happens, and there's 50 people standing around, but there's not a single witness who comes forward."

Stop Snitching can be just as bad in smaller cities. "We just had a murder on New Year's morning of a 15-year-old at a house party where 40 people were in the room," said Chief Ronald Teachman of New Bedford, Mass. "It took us seven weeks to bring that charge—a case that should have been solved in seven minutes. It took 100 people interviewed, re-interviewed, neighborhoods canvassed, 40 people brought before the grand jury and a half-dozen criminally charged for obstruction of justice, with more to follow, to bring that case. Thousands of man-hours and thousands and thousands of tax dollars."

Baltimore Police Commissioner Frederick Bealefeld described how his Police Department produced its own video called "Keep Talkin'," which mocked the Stop Snitchin' >> continued on page 4



LEFT: Baltimore Police Commissioner Frederick Bealefeld and U.S. Attorney for the District of Maryland Rod Rosenstein. CENTER: COPS Office Director Carl Peed. RIGHT: Minneapolis Chief Tim Dolan and Minneapolis City Councilmember Don Samuels.

# Why Is It Considered Disloyal To Apply for a Job as Police Chief?

LAST MONTH IN THIS SPACE, CHUCK WEXLER SAID IT'S BECOMING more difficult to find people willing to apply for the position of police chief. I'd like to expand upon that thought with a few words about my experiences applying for the top job in policing.

In 1990, as a bit of a lark, I applied to be the police chief in Phoenix. I was a young guy, and I just wanted to see what the process was like. I think they started with 56 candidates, and I got down to the final six. They brought the six of us in for interviews, and it was a very impressive process. There were three days of interviews. First we were questioned by a group of business leaders, including the head of the number-one TV station and some bankers. The next day it was community groups, and the third day was the city council and the city manager.

Even though I didn't get the job, I left Phoenix with a very good feeling about the whole process and how professionally it was handled. There was a feeling of legitimacy about it; you were treated like a professional.

Now it's different in a lot of ways, and I don't mean better.

There seems to be a feeling that if you work in policing, it's somehow disloyal to apply for a new job. If you're a chief and you are seen to apply at another agency, your officers—and your mayor—say, "Look, he's trying to get out of here." If you don't succeed in getting the new job, the fact that you looked elsewhere is going to foul you up.

This discourages chiefs from considering new challenges, and it dampens the ambition of assistant or deputy chiefs. If you're a deputy in City A and you apply to become the chief in City B or C, you'd better hope you get the job, because you may have damaged your chances if the chief position in City A opens up.

Second, these job searches have become quite uncomfortable. It's almost like a blood sport now; you really are thrown into the arena. You think you're a pretty decent person, and you innocently put in to be police chief somewhere, and suddenly there are all sorts of people with political agendas surfacing to attack you. You don't even know these people, you're not even from the same city; but they're saying you're too much this or not enough that, and tearing you apart. And you think, "Where is all this anger coming from? All I did was interview for a job."

And it's not just the political groups, it's the police unions. About 10 years ago, police unions began to organize toward removing chiefs. At police unions' national conventions they actually have sessions where they train their membership in "how to take out a chief" with votes of no-confidence and other tactics. If you're a one-star chief or a two-star chief and you watch the battles between the chief of police and the unions, you start to think, "I've got a nice position, a decent salary—why would I want that?" If you do take the plunge and apply for a chief's job, you'll find that the unions will check out all the candidates. If you haven't gotten along with the unions in your hometown, you'll be excoriated as being hostile to unions and unable to get along with other people.

Once Bill Bratton and I applied for the same job in Los

Angeles, and there was a newspaper columnist who just eviscerated both of us on a daily basis. Fortunately, we came from New York and we'd had bad things written about us before, so we were toughened up. But if you're some young chief or assistant chief ready to take that first step, it can be a bit unsteady. All of these things come together, and you start to worry that this is a lot more difficult than it should be.

One way to reduce these problems is for cities to give candidates confidentiality. When PERF is hired to help with a search, Chuck Wexler has been very good about pressing the local officials to promise confidentiality. You can never really guarantee confidentiality, but it helps if the city tries to keep the candidates' names out of the newspapers.

What Chuck wrote about is exactly what I am seeing. We have talked about these problems at PERF meetings, and we will be discussing it in Miami next month at the PERF Annual Meeting. I think we may need to take this issue up a notch in our priorities. Running a police organization is much more complex than it was a generation ago, and more than ever, we need good, talented people with a broad world view to step forward. There is no "chief's school" where you can learn how to deal with all this, but PERF can help fill the gap.

If you look at PERF, you can see that it is a young people's organization. There are a lot of members in their 30s or very early 40s who are the future leaders in policing. We need to cultivate them and bring them along. As a police chief, I have made a point of trying to identify the rising stars so I can help them join the next generation of police leaders. That means sending them to schools like PERF's Senior Management Institute for Police, moving them around within the department so they'll get a wide range of experience, giving them special projects, sending them to conferences so they'll be exposed to the critical issues and meet their colleagues from across the country, and so on.

Finally, we need to reassure our younger members that even though this process of becoming a chief looks tough, you can get through it. And we should constantly tell them that while it's great being a Number 2 or Number 3 person in an organization, where there's not too much pressure, there is *nothing* like the reward and satisfaction of actually running a police agency, with all of its problems. 



**Chief John F. Timoney, PERF President**

# Domestic Violence and the Reluctant Victim: Prosecuting Without the Victim's Cooperation

BY RODNEY HILL, J.D.

POLICE OFFICERS RESPOND TO A VIOLENT DOMESTIC DISPUTE. Arriving at the scene, they meet with Sara, who is crying, bleeding from the mouth, and bruising over her left eye. She tells the officers that her husband Mike came home drunk and began yelling at her for no apparent reason. The two began to argue, and Mike punched her twice in the face. Sara tells the officers that this type of behavior has occurred many times before. She states that she is fed up, so she decided to call the police this time. Mike is arrested and charged with domestic assault.

Three months later the case is in court. To the officer's dismay, Sara tells the prosecutor that the entire thing was a big misunderstanding. She states that the police overreacted and exaggerated what she said, and that Mike didn't mean to strike her. She tells the prosecutor that she wants the charges dismissed.

The above scenario is one that is all too familiar to most police officers. But because of recent U.S. Supreme Court cases, successful prosecutions of abusers may be possible.

## THE CYCLE THEORY OF VIOLENCE

First, we must educate officers about why victims of domestic violence often stay with their abusers, to ensure that officers will understand that their work is not in vain when it comes to investigating and arresting abusers. The reasons that women stay with abusive partners are complex, and a number of theories attempt to explain the dynamics involved. One theory, called the Cycle Theory of Violence, was developed by Dr. Lenore E. Walker, whose research in the 1970s established the concept of "battered woman syndrome." Dr. Walker states that there are three phases in a domestic violence relationship: Tension-Building, Acute Battering, and Loving Respite.

In the Tension-Building phase, a series of minor incidents occur. The victim accepts abusiveness by denying that it is occurring or blaming herself for the abuser's actions, rationalizing that she somehow did something wrong to cause the abuse. She may blame the violence on outside events, such as her husband having a bad day at work. She tends to minimize the severity of the abuse.

In the Acute Battering phase, the worst injuries tend to occur. The abuser essentially becomes out of control, and he may even leave this phase with no understanding of what he has done.

The Loving Respite phase is characterized by extremely loving and contrite behavior on the part of the abuser. Knowing that his actions were intolerable, the abuser attempts to make amends. This phase is commonly called the "honeymoon phase," because that is the feeling that the perpetrator attempts to create. The abuser may beg for forgiveness and promise never to be abusive, and he may believe his own promises, even though his cycle of violence is likely to recur over and over again. He may shower the victim with gifts, so many in fact that often he cannot afford to pay for them.

It is usually during the Acute Battering Phase that the police are called to the home. The tension has built and has led to a violent

outburst. The victim, a child, or maybe a neighbor calls the police out of fear for the victim's safety. During this phase, the victim tells all who will listen that she is fed up with the abuse and is ready to press charges. However, it isn't until several months later that the case makes its way to the court system, and by then, the Loving Respite phase has set in, and the victim is ready to forgive the abuser and drop the charges.

## THE STOCKHOLM SYNDROME

The Stockholm Syndrome, a phenomenon that occurs when persons who are held as hostages, captives, or prisoners of war begin to identify with their captors, also has applicability to domestic violence theory. When victims are isolated, mistreated, placed in fear for their lives, and made dependent on their captors to supply everything they need to survive, they begin to develop positive feelings for the people who victimize them. The syndrome was named after an incident in Stockholm, Sweden, in which four bank employees were held hostage in the bank's vault for 131 hours. When the victims were freed, they expressed gratitude toward the offenders for sparing their lives.

## OVERCOMING A VICTIM'S RELUCTANCE

Understanding just these two theories should help police officers to understand that a domestic violence victim who later recants is not attacking the police for doing their job; she is simply surviving in what has become her reality. Therefore, police officers should not give in to any temptation to ignore the reluctant victim of abuse; instead, they should do everything they can to develop a criminal case that can be prosecuted without the aid of the victim.

## Collection of Evidence

When responding to a 911 domestic violence call, officers should carefully note in their report observations they make at the scene. They should note if the home is in such disarray that it appears that an altercation took place, noting any broken door frames, windows, or furniture. They should take detailed notes regarding any bruising or other injuries to the victim. If bruises or other injuries are apparent, it is imperative that the officer photograph them. The phrase "A picture is worth a thousand words" is absolutely true in domestic violence cases. It is one thing for the victim or the officer or another witness to describe an injury to a judge or jury; it is much more powerful to see a photo of the injury. This can be especially helpful if a victim or a defendant attempts to minimize an assault by claiming, "It wasn't that big of a punch."

The officer should photograph the crime scene. This is helpful in laying out a clear picture of what exactly occurred. If an abuser alleges that the victim injured herself by falling onto a table, for example, a photograph of the table without >> continued on page 6



Rodney Hill

video by noting that many of the drug dealers portrayed in it as brash and confident had in fact been arrested and sent to prison.

But Commissioner Bealefeld noted that Stop Snitching remains a severe problem. On the morning of the PERF conference, he noted, the *Baltimore Sun* ran a brief story about a murder victim who told police before he died, "If I knew who shot me, I would not tell you. That's the way the street works."

"That's what he told the police officer on the scene," Bealefeld said. "Those were literally his last words."

#### WHY DO PEOPLE MISTRUST THE POLICE?

Some of the most interesting comments at the conference came from the community workers who explained why Stop Snitching seems to be a powerful force in certain neighborhoods. Many said that any number of groups—including doctors, lawyers, government officials, members of Congress, and police—have a tendency not to report malfeasance by their colleagues, so Stop Snitching is not a unique phenomenon. Even young children are often told that "no one likes a tattletale," some noted.

James Johnson, a community activist for 22 years in North Charleston, S.C., also said that African-Americans have been hurt by longstanding disparities in the justice system, such as criminal sentences for crack cocaine offenses that

are much more severe than the penalties for powder cocaine. "Our judicial system is unfair when it comes to sentencing blacks, and the black community looks at all that," he said. "It's not only young people who won't snitch; we have older people who won't snitch because they know the person is going to get a long sentence."

David Scott, a former drug dealer from Baltimore who now works with youths to try to help them "escape that avenue," said that the Stop Snitching mentality is far more brutal than ever before. "You have to understand how deeply inbred this mentality is," he said. "When I was out there, we expected Miss Jones, who worked 30 years to buy her home, to call the police on us. And we knew she came home at 5 o'clock, so we'd shut down at 4 and take our shop around the corner. In fact, we helped Miss Jones carry her groceries home. But now in this generation, Miss Jones needs to expect for us to kill her whole family if she continues to call the police. You have 16-year-olds being groomed by 18-year-olds who don't have respect for the unwritten rules of the street."



**CLOCKWISE FROM ABOVE: Oakland, Calif. Deputy Chief David Kozicki; New Bedford, Mass. Chief Ronald Teachman; and David Scott, a youth worker in Baltimore.**



Deputy Chief Reggie Burgess of North Charleston said that the Stop Snitching pressure can be strong—even for the children of police. "The street game is different now from when I was growing up," he said. "I have a 17-year-old son, and he's been living in a cop's life all his life. I *raised* my son. He knows that I want him to tell the truth. But when he's at school, he's like, 'We don't snitch.' When he's out on the street, it's a different code."

In addition to the people who share the Stop Snitching point of view, there are many others who might be inclined to cooperate with police but are afraid, officials said. "Our ability to protect people is limited," said Capt. Alec Griffin of the Richmond, Calif. Police Department, who said he serves as commander in a district with an extremely high crime rate. "We had a couple of incidents where there were citizens who did the right thing and came forward to testify about crimes, and suffered at the hands of criminals who were still out on the street. So sometimes I understand why that fear exists in the community."

Rod Rosenstein, U.S. Attorney for the District of Maryland, agreed that the Stop Snitching phenomenon is due in part to the failures of the criminal justice system. "We've allowed too many dangerous criminals to continue to walk the streets," he said. "People know that if they cooperate in prosecuting someone, that doesn't mean that that person's going to be off the streets and locked up in jail. He's going to be right back on the streets. So one of the things that we've been working to do in Baltimore is to make sure that when we identify violent people in the community, we take them off the streets and keep them off the streets."

#### 'STOP REVICTIMIZING THE VICTIMS'

Some officials said that aside from being unable to protect witnesses to crime, the criminal justice system has another failure that contributes to Stop Snitching: it does not treat crimes in tough neighborhoods as seriously as crimes in prosperous neighborhoods.

"People in the neighborhood rationalize away the victim and say, 'Just another drug dealer. Why should I get involved, and what concern is it of mine?'" said Commissioner Bealefeld of Baltimore. "And we do the same thing. We say, 'The kid's got 20 priors, he was on parole at the time of his death, and he had 20 pills of heroin in his pocket when we took him to the medical examiner's office.'"

I think that's a very failed policy. It plays right into that 'Why should I care?' mentality. 'The police are telling us, just another dead doper.' I think it's very fair for the community to say, 'Stop revictimizing the victims.' That will help us move closer to the community's concerns."

District Attorney Ben David of New Hanover County, N.C. expanded on that thought. "It starts with us in law enforcement," he said. "A lot of the Stop Snitching that I see is people saying that justice is spelled 'JUST US.' They're saying, 'We are going to take our cases out of the court system because we don't trust you to do the right job in it.'"

Mr. David cited two types of homicide cases: "There's what we would call the 'collateral damage' case, where a young child gets caught in crossfire and the community is outraged. And there's the case where it's two bad guys shooting each other. We need to care just as much about those two bad guys, because what we're telling the larger community if we give up on any single case is that there are some things that just aren't as important to us. We have to recognize that even a drug dealer is somebody's baby when they get killed. And until we start taking every person's case seriously, we're undermining our authority, we're undermining the respect that the community should have for the justice system."

Lest anyone accuse Mr. David of coddling criminals, he added: "My answer to the bad guys who are saying, 'We're in charge of our neighborhood, you guys don't need to be here, this is a thing between the two of us' is, 'I'm not here for you. I'm here for your grandmother, who's hiding behind bars in her own home because you're out here dealing drugs.'"

Don Samuels, a member of the Minneapolis City Council, described a practical step that police can take against the commercial exploitation of the Stop Snitching mentality. When he noticed Stop Snitchin' T-shirts in a local store, he confronted the store manager and initially got no cooperation, he said. But after the local newspaper ran a story about the T-shirts, the store took them off the shelf. "I don't think you could find one of these shirts in Minneapolis today," Councilman Samuels said, "because the community got up and said, 'This is not acceptable.'"

#### CONSTANTLY RISING EXPECTATIONS FOR POLICE

Chief Teachman of New Bedford noted an irony as community leaders as well as many chiefs at the Stop Snitching conference called on the police profession to work harder to restore trust in

minority and high-crime neighborhoods.

"I'm listening to people talk about trust, and particularly calling on our profession to be introspective," he said. "But I don't think the police industry has been more introspective in its history. I look on my 31 years, and I doubt there's anyone in this room who thinks we are not more professional, more educated, more diverse, more sensitive to civil rights violations, less brutal, more accountable, and more transparent than ever before. Yet we're still being challenged to be more trustworthy. As we become more transparent and do more outreach, solvability rates still plummet. It leaves me scratching my head."

Unfortunately, for too many departments, the challenge remains in "getting the community to see you as something other than an occupying force," said Deputy Chief David Kozicki of Oakland, Calif. In Oakland, police are holding forums with community groups and "using street outreach people who have credibility in the community, many of them ex-offenders, ex-gang members, to talk to the young people and get them to buy into some level of social responsibility," he said. The police and outreach workers also demonstrate their concern for youths by helping them find jobs and educational opportunities, he said.

Chief David Moore of Rochester, N.Y. said that one thing is clear: "The police cannot do it alone." In Rochester, police are working with clergy on a program called "You Bet I Told," he said. There is one hopeful sign, he added: "A lot of our neighborhoods that need us the most, the neighborhoods that are most at risk for violent crime, are saying, 'Enough is enough.'"

Rev. Ray Hammond, chairman of the Boston Ten Point Coalition, said that police agencies can "flip the script" by sitting down and having an honest conversation with leaders in communities where Stop Snitching is a problem. Police can demonstrate their good faith by admitting that a "code of silence" has been a problem in policing, and should propose joint efforts to stop the "no-snitching" mentality both in policing and in the community, he said.

Police need to say, "We've got an issue here, and it costs us," Rev. Hammond said. "It costs us our reputation, our ability to get people to really trust us. So we're in this together. We're working on it on our side, and we need you to work with us." 



**CLOCKWISE FROM ABOVE: North Charleston, S.C. Deputy Chief Reggie Burgess; New Hanover, N.C. District Attorney Ben David; and Rochester, N.Y. Chief David Moore**

any bloodstains or other indications that it has been disturbed can weaken the abuser's claim.

If the victim is transported to the hospital, officers should note that in their report, and should request that both the ambulance report and hospital records be subpoenaed for court. Medical records can be crucial pieces of evidence, because they corroborate the statements that an injury occurred. Although medical records are considered hearsay, most states courts as well as the federal courts admit the records as an exception to the hearsay rule.

### Statements of the Crime

If the police were dispatched to the location by a 911 call, the officer should ensure that the 911 tape is preserved as possible evidence for court, even though such tapes are subject to hearsay and Sixth Amendment challenges. Many agencies have policies on how long the 911 tapes are retained; officers should be familiar with their agency's policy. The 911 call may have been made by either a witness or the victim. Either way, tapes can be invaluable evidence for a prosecutor.

Officers should attempt to secure written statements of victims, witnesses, and suspects. In many cases, victims can be compelled to testify in court. If the victim feigns memory loss, the written statement can be used either to refresh the victim's recollection of the event, or as substantive evidence.

A statement from the abuser is equally valuable—and officers should be aware that a lie can be as useful as the truth. An abuser who concocts a statement to cover his crime is locked into that story if he has signed a written statement. The abuser must remember what he told the officer. In many cases, the abuser's statement may corroborate certain portions of the victim's statement.

In some cases, abusers later file charges against the victim in an effort to dissuade the victim from pursuing her case. Having a signed statement from the abuser is very helpful when the prosecutor is trying to decide which party is being truthful. For example, the abuser may claim that the victim assaulted him first, but if these claims are not in the abuser's original statement to the police, it will be easier for a prosecutor to decide on which case to pursue.

### HEARSAY AND THE CONSTITUTIONAL RIGHT TO CONFRONT ONE'S ACCUSER

When prosecutors try to bring a case against a perpetrator of domestic violence without cooperation from the victim, a great deal rests on questions regarding the defendant's Sixth Amendment right to "confront"—in other words, to cross-examine—the witnesses against him. This right, known as the "confrontation clause" in the U.S. Constitution, is important because without the victim's cooperation, prosecutors may need to rely on statements of other people about what the victim said earlier about being abused. Prosecutors may also try to introduce recordings or statements that the victim herself made earlier, which implicate the confrontation clause if the victim is not available to be cross-examined by the defendant's lawyers.

Hearsay—testimony by one witness about what someone else said—generally is not admitted in courts in the United States because it violates the confrontation clause. But certain exceptions to the hearsay rule have been made, such as "dying declarations."

In the 2004 case *Crawford v. Washington*, the U.S. Supreme Court increased the scope of the confrontation clause. Justice Antonin Scalia's opinion made out-of-court statements inadmissible if the accused did not have the opportunity to cross-examine that accuser and the statements were "testimonial" in nature. In this context, the word "testimonial" means any statement that an objectively reasonable person would consider likely to be used in court. The most common example is a statement made to a police officer, because a reasonable person would certainly presume that any statement made to an officer might be used in court. Thus, such a statement is generally hearsay, and inadmissible.

The Crawford decision created widespread confusion in legal circles, because it left many unanswered questions. One of the more important questions, which has implications for domestic violence cases, is where tape recordings of 911 calls fit in. Do people who call 911 generally consider their statements to the operator likely to be used in court? If so, they are "testimonial" and inadmissible.

In a subsequent decision, *Davis v. Washington*, the Supreme Court held that statements to a 911 operator were not "testimonial," and therefore were admissible as evidence. That is because a 911 call is not designed to establish facts about past events, but rather to describe circumstances requiring police assistance, the court indicated. 911 callers speak about events as they are actually occurring in order to deal with an ongoing emergency, not to aid in an investigation.

### The "Excited Utterance" Exception

An "excited utterance" is a statement made by a person in response to a startling or shocking event or condition. The statement must be spontaneously made by the person while still under the stress of excitement from the event or condition, and the content of the statement must "relate to" the event or condition. Examples include: "He just punched me in the face" or "That car came out of nowhere and struck that child." The basis for this hearsay exception is the belief that a statement made under the stress of the event is likely to be trustworthy and unlikely to be a premeditated falsehood.

A police officer who is first on the scene should carefully note all statements made to the officer by the victim. The officer should also note the condition of the victim, both physical and emotional, which are crucial in determining whether the victim was under stress or excitement of the event. The more stressed and excited the person making the statement, the better the chance that the statement will be found to be an excited utterance.

### CONCLUSION

Officers should be cautious when they walk into a domestic violence situation, recognizing that it may have taken the victim years to decide to get the police and courts involved. Understanding the dynamics involved in domestic violence cases, police officers should do their best to put together the tightest case possible, regardless of whether the victim seems willing to cooperate, because the police may be able to build a case even if the victim does not wish to prosecute, or seems willing at first but may change her mind later. An officer's actions in the handling of a domestic case may prevent an escalation of violence in the home. 

Rodney Hill, a former PERF fellow, is a criminal prosecutor with the Baltimore County Office of the State's Attorney, and a retired lieutenant with the Montgomery County, Md. Department of Police.

# PERF Annual Meeting To Feature Civil Rights Section Chief and a Panel of Journalists

A KEYNOTE ADDRESS ON FEDERAL CIVIL rights lawsuits by the ultimate insider—the woman in charge of them—and a panel discussion with an eclectic group of first-rate journalists promise to be among the highlights of PERF's 2008 Annual Meeting in Miami April 24–26.

The keynote speech, “What I Have Learned from Federal Civil Rights Investigations,” will be given by **Shanetta Y. Cutlar**, chief of the Special Litigation Section of the U.S. Justice Department's Civil Rights Division. The Special Litigation Section is the office charged with enforcing federal civil rights laws in several areas, including the conduct of law enforcement agencies and the conditions of confinement in jails and prisons. Ms. Cutlar has worked in the Civil Rights Division since 1993, and has headed the Special Litigation Section since 2003. She led investigations of the police departments in Cincinnati, Detroit, and Prince George's County, Md.

Ms. Cutlar's address will be followed by reaction from police officials in Los Angeles, Washington, D.C., Cincinnati, and Pittsburgh.

The Annual Meeting next will offer a panel discussion with three accomplished journalists:

■ **Jill Leovy**, a reporter for the *Los Angeles Times*, noticed that her newspaper covered only about 10 percent of the homicides in Los Angeles County each year. But the online version of the *Times* has unlimited space,

so last year Ms. Leovy began chronicling every homicide reported by the county coroner. *The Homicide Report*, which can be found at <http://latimesblogs.latimes.com/homicidereport/>, includes as much information about each homicide as can be found—in some cases, just a sentence or two, but often photographs and details about the victim and the case. Readers are invited to comment, and many say they are stunned to realize how often people are killed in their county. The purpose of *The Homicide Report* is to reverse the traditional practice of providing news coverage only of unusual killings, such as those involving famous or powerful people. In other words, to paraphrase *The Homicide Report*, “Immense private heartbreak and shattering communal events should not be rendered footnotes or ephemera, and the phenomenon of routine killing in the public streets of a major, first-world city should not be diffused into virtual invisibility.”

■ **Edna Buchanan** is a Pulitzer Prize-winning writer who was a police beat reporter for the *Miami Herald* in the 1970s. She retired from journalism in order to write novels and has published many critically acclaimed best-sellers, including a mystery series featuring the police reporter Britt Montero. Among her most famous titles: *The Corpse Had a Familiar Face*.

■ **John Miller** currently serves as Assistant Director of the FBI for Public Affairs. He is a former host of ABC's *20/20*, former

bureau chief for the Counter-Terrorism and Criminal Intelligence Bureau of the Los Angeles Police Department, and former Deputy Commissioner of the New York City Police Department. Among Mr. Miller's journalistic achievements is a May 1998 interview with Osama bin Laden.

■ **Michael Putney** is an Emmy-winning senior political reporter and anchor for WPLG, the ABC affiliate in Miami, whose credits also include contributions to the *Miami Herald*, the *National Observer*, and other publications.

Other topics at Annual Meeting workshops will include: “hot spots” enforcement and violent crime; how police foundations can provide funding for law enforcement agencies; organized retail crime; recruiting the next generation of police leaders; the challenges of DNA technology; and lawsuits against police agencies.

Another highlight of the PERF conference is the Town Hall Meeting, a four-hour open forum in which PERF members can raise any topics they would like to bring to the attention of their colleagues. Town Hall Meetings are always lively, and often serve as a good way to learn about the cutting-edge issues that are just beginning to emerge in policing today.

For additional information, go to [www.policeforum.org](http://www.policeforum.org) or call (202)454-8300. For hotel reservations, call 1-800-327-3005 soon, and be sure to mention the group code “PER” to get the group rate.



POLICE EXECUTIVE  
RESEARCH FORUM

## BOARD OF DIRECTORS

PRESIDENT

**John F. Timoney** | Chief, Miami Police Department

VICE PRESIDENT

**Charlie T. Deane** | Chief, Prince William County, Va., Police Department

TREASURER

**William M. Lansdowne** | Chief, San Diego Police Department

SECRETARY

**Rick Myers** | Chief, Colorado Springs Police Department

AT-LARGE MEMBERS

**Sir Ian Blair** | Commissioner, London Metropolitan Police Service

**Dean Esserman** | Chief, Providence Police Department

**Ella M. Bully-Cummings** | Chief, Detroit Police Department

**EXECUTIVE DIRECTOR:**

**Chuck Wexler**

**The Police Executive Research Forum** is a nonprofit association of progressive police professionals dedicated to improving services to all our communities. ■ **Subject to Debate**, published by the Police Executive Research Forum, welcomes input from PERF members and other interested parties. Please submit articles, ideas and suggestions to Craig Fischer, PERF, 1120 Connecticut Ave., NW, Suite 930, Washington, D.C. 20036. Phone: (202) 454-8332; fax: (202) 466-7826; e-mail: [cfischer@policeforum.org](mailto:cfischer@policeforum.org). ■ Contributors' opinions and statements do not necessarily reflect the policies or positions of the Police Executive Research Forum. ISSN 1084-7316. ■ Subscription price: \$35/year.



POLICE EXECUTIVE  
RESEARCH FORUM

SUBJECT TO DEBATE  
1120 Connecticut Avenue, NW  
Suite 930  
Washington, DC 20036

Pre-Sorted  
First Class  
U.S. Postage  
PAID  
Permit No. 4889  
Suburban, MD

SUBJECT  
TO DEBATE

## Lesson from PERF Conference: Don't Just Denounce 'Stop Snitching'; Understand It

PAGE 1

**FROM THE PRESIDENT:**  
Why Is It Considered  
Disloyal to Apply for a  
Job as Police Chief?

Domestic Violence and  
the Reluctant Victim:  
Prosecuting Without the  
Victim's Cooperation

PERF Annual Meeting  
To Feature Civil Rights  
Section Chief and a  
Panel of Journalists

PAGE 2

PAGE 3

PAGE 7

*Subject to Debate* is  
generously supported  
by a grant from:



**MOTOROLA**

[www.Motorola.com](http://www.Motorola.com)