More than 150 police chiefs and other officials gathered in Philadelphia on August 3–4 to develop a new set of guidelines for law enforcement use of Electronic Control Weapons (ECW), such as TASERs®.

PERF originally developed a set of 52 guidelines for ECWs in 2005, and a number of chiefs at this month’s meeting said that those guidelines have helped them to deploy ECWs with relatively few problems, particularly in terms of avoiding excessive use of the weapons in situations where they are not the best option.

However, PERF came to realize that the 2005 guidelines needed updating, in part because of significant legal developments and research that has been conducted over the last five years.

The most recent developments include the October 2009 release of a new training bulletin from TASER International revising the company’s recommendations about where to aim the weapon on the subject’s body, a number of federal court cases deciding whether use of ECWs was Constitutional in various circumstances, several research projects on the use of ECWs, and continuing concern about the relatively small but significant number of cases in which subjects have died following ECW exposures.

PERF’s efforts to develop new ECW guidelines are being supported by the Justice Department’s Office of Community Oriented Policing Services (COPS). The COPS Office, along with the Justice Department’s Bureau of Justice Assistance, similarly supported the development of PERF’s original guidelines in 2005.

The Philadelphia meeting and project to update the ECW guidelines are being directed by Jerry Murphy, PERF’s Director of Homeland Security.

This issue of Subject to Debate summarizes portions of the proceedings at the August 3–4 meeting. PERF expects to release a final set of ECW guidelines in the fall.

A Note on Terminology

Many people refer to Electronic Control Weapons as “TASERs,” but that is a trademark name referring to the products of TASER International, Inc. In the past, PERF has used the term “Conducted Energy Devices” (CED). Starting with the release of its new guidelines, PERF has decided to switch to “Electronic Control Weapons” (ECW), a term already used by some organizations, in order to reflect the growing awareness that these tools are not harmless and that they are in fact weapons.
Earlier this month, PERF convened a conference in Philadelphia on the use of Electronic Control Weapons (ECW) to discuss specific issues around training and policy guidelines. PERF had previously recommended a set of guidelines for their use in 2005, and is currently set to release a revised set of guidelines before the end of this year.

We invited top law enforcement executives from across the country, Canada and Australia, medical and training professionals, and the major manufacturer of ECWs, TASER International. As evidenced by the number of chiefs who attended and vocalized their concerns, many of us had the same questions around the use and safety of ECWs. There is no doubt that ECWs are a valuable less-lethal tool for police officers.

As ECWs become more widespread in their deployment, the issue of where they fit on the use of force continuum becomes more pressing. We have seen some controversial incidents involving ECWs over the past several years, and with each case, we are left to ask: how could this incident have resulted in a different outcome?

There are always questions to be answered around the use of any weapon: Was the officer over-reliant on the weapon to subdue a suspect or could other de-escalation techniques have been used? Did the officer remain within department policy? Was the misuse of a weapon due to a lack of training? Was there a design/construction issue around the weapon itself that contributed to its misuse?

Today we are addressing the issue of ECWs. Ten years from now, there will no doubt be a different set of challenges facing police agencies involving the use of the most current law enforcement technology. Training, education and policy development will be just as relevant in addressing those future challenges as they are today.

It is our responsibility as police leaders to develop safeguards through training, education and policy. Developing safeguards, however, is not the exclusive responsibility of law enforcement agencies. There is a critical role that manufacturers must play in the ever-changing landscape of law enforcement technology. For example, there is no automatic cutoff time once the trigger has been pulled on an ECW, such as TASER’s X26® model, which is frequently purchased by police agencies. A number of police chiefs said that they have had problems with officers inadvertently subjecting persons to longer periods of TASER® activation than they intended because it does not automatically deactivate the current after five seconds.

As PERF has been updating its ECW recommended guidelines, our working group has suggested a policy that would require officers to re-evaluate the situation after each five-second cycle. We have asked TASER to consider developing an option for existing and future devices that will incorporate a cutoff after five seconds, with separate trigger pulls for any additional five-second activation. TASER has reported back to PERF that their engineers have devised a reliable solution that they will make available in early 2011. We have also requested that this solution be retrofitted to existing TASERs.

One of the important outcomes emerging from this conference is the value of manufacturers of law enforcement technology partnering with police leaders during the research and development of their products. Our respective bottom line may be different, but we both have a vested interest in promoting and using the safest and most effective product. This is a mission that we can share and leverage together. We are all stakeholders in public safety. Our relationship will be much stronger if it is dynamic and one where manufacturers receive as much input from their clients as possible before the product is finalized.

Developing those strong private-public partnerships now is our best bet in ensuring that we are on the same path into the future. This is exactly the kind of national conversation that PERF is and should be pursuing. PERF can be a major resource in bridging the gap between the private and public sector, and developing best practices for agencies looking for guidance on very challenging policing issues.
Police Chiefs Offer Their Perspectives On Electronic Control Weapons

COPS OFFICE DIRECTOR BERNARD MELEKIAN,
FORMER POLICE CHIEF, PASADENA, CA:
This Is an Issue That Needs to Be Reexamined

It is always a privilege to be at a PERF event, because it is guaranteed to lay out all the facets of any given issue and try to arrive at what is best for the profession. The COPS Office is proud to be a part of this. Some of you may be aware that in 2005 PERF held a similar seminar on this very topic, funded by the COPS Office. And the challenge at the time was that there was this sense that each of us in our own respective departments knew what was best, that we understood that CEDs were an alternative to deadly force and that they saved lives, so what could be contentious about that? But clearly it was contentious, and PERF was on the cutting edge of where things were going to go.

I think that for too long, the profession of law enforcement has allowed significant policy decisions to be written from litigation or a fear of litigation, or from the media and negative reports. What we have today is the opportunity to lead on this critical issue facing our profession. This issue is due for a reexamination, and the law enforcement professionals in this room are the best qualified people to do that.

SAN DIEGO CHIEF OF POLICE WILLIAM LANSDOWNE:
TASERs Are Useful, But Occasional Misuses Are a Problem

I think the TASER has become a great tool, but it was in real trouble in 2005 when PERF took on the issue and developed the first set of guidelines for using CEDs. PERF came up with the national policy that is critical for our being able to use the tool.

In San Diego we track all uses of force, whether we point a gun at someone, use physical force, use a baton, use a beanbag gun, the pepper-ball gun—we've got more tools than we can count now. We find that the TASER has been an effective tool. We handle about 661,000 calls a year, we arrest approximately 80,000, and we use force 1 percent of the time. And I think the other chiefs here have similar numbers; these data show how effective we are without using force in the large majority of cases. We have used TASERs in San Diego since 2003. At the beginning we averaged 80 to 90 uses per year; now we use it about 132 times a year. That's not a lot for a big city. So the perception that we overuse the tool, or that we're using it improperly, is untrue.

But there's a misperception, I believe, with the TASER. If you do a search for “TASER” on YouTube, you'll see terrible examples on video where TASERs have been improperly used, because the policies that some agencies have followed over the years have been ineffective. I think we need to get the word out, and to come together as organizations to say that we responsibly use the tools that we have, and TASERs are one of them.

CHARLOTTE-MECKLENBURG DEPUTY CHIEF KEN MILLER:
Officers Should Handcuff the Subject While CED Is Discharging

We think that the TASER is a very effective less-lethal weapon. However, through analysis of our internal affairs data, we find that our applications of TASERs don't always comply with policy. In 2008, we had a death that was attributed specifically to the TASER. Our officer used a TASER at a Food Lion store against a young man who was having an altercation with the manager. The officer held the trigger down and the TASER cycled for over 30 seconds, he released the trigger and then discharged one more 5-second burst. The young man died. There was video of the incident.

One of our concerns is that in a stressful environment, officers go to crude motor skills and lose some cognitive thinking skills. The officer held that trigger down.

We had originally piloted the M26 model and evaluated its use. Then when TASER came out with the updated model X26, we purchased them for department use. What many of our commanders were unaware of was that the new model was different in that it did not cut off after 5 seconds.

We have learned from that. Now we train that you discharge the TASER once, then you try to get the person to comply. You may discharge it again, then evaluate the situation again, and at most, activate it a third time. And then we tell officers to move to another force option, because the TASER isn't being effective.

We're also training our officers to handcuff the subject while the TASER is discharging. You'd be surprised how many officers undergoing TASER training are reluctant to jump on the handcuffing dummy while the TASER is active. We try to make them understand that you can apply the handcuffs while the TASER is being discharged. If you wait until the discharge ends, the subject may become active again and difficult to control, especially if he's intoxicated or under the influence of drugs.

FREDERICK, MD CHIEF KIM DINE:
Sometimes Talking Is Preferable to Using an ECW

I think that what is essential here is that we don't lose sight of the >> continued on page 4
fact that policing is a people business, so we need to know how to talk to people. The TASER is a very useful tool in the right circumstance, but I think that every hour of TASER training should ideally be matched with two hours of training in verbal judo and those kinds of things.

Chuck Wexler: So there’s a tendency to go to this weapon too easily and not think about talking to the subject first? Because this weapon is seen as less-than-lethal with no adverse impact, so officers think, “What’s the downside of using it?”

Chief Dine: Yes, that’s one of my larger philosophical concerns. This is still a relatively new tool and rather easy to use, and it’s acknowledged as useful, effective, and actually a tool that may well save lives and prevent injuries to officers and citizens. Consequently, from both philosophical and operational perspectives we simply need to keep in mind that whether it is the TASER or some other new tool that comes down the pike, that policing is much about how we interact with folks. Perhaps our most effective and powerful solutions come from our verbal abilities and training. Once force is deemed appropriate given the circumstances, that becomes the relevant issue more so than the type or brand of the weapon used.

NORTH CHARLESTON CHIEF JON ZUMALT: Officers Should Not Consider ECWs a Panacea

The ACLU and my city council urged me to deploy ECWs in 2003 after an officer shot somebody who had a knife. There was a lot of pressure to find another use-of-force option. So we got the TASERs and started deploying them, but now I think some of the officers are using them as a panacea rather than using verbal controls. That’s something we all need to consider.

COLORADO SPRINGS CHIEF RICK MYERS: We Need National Data to Establish Benchmarks

We implemented TASERs in 2004; it’s a full deployment. I think it’s important for all of us to know what the national average use is. Some chiefs are wondering whether their deployment rates are high. But in the absence of a national average regarding use, how do we know? It’s easy to know with deadly force; you can track police shootings around the country and know how many officer-involved shootings there are. But there is no benchmark on deployment of TASERs.

In Colorado Springs we’re down from a high of about 280 a year to around 154 in 2009. Initially it’s something new, they want to try it and see what it will do. It’s one more tool in the toolkit, so they use it. Occasionally it’s necessary to rein officers in, to counsel them about an inappropriate use, and organizationally everyone starts to know what’s acceptable and what isn’t.

The other thing that I’ve heard a lot of agencies talk about is that the community also adapts to the deployment of ECWs. The suspects who are acting violently or potentially violently see the red laser dot [indicating that a TASER is being aimed at them]. They know what that means, and it has the effect of calming them down. But those are anecdotal stories you hear; I haven’t seen any national studies.

ELK GROVE, CA CHIEF BOB LEHNER: Firearm’s Purpose is Self-Defense; TASER’s Purpose is Taking Subject into Custody

There’s a significant difference, in my opinion, between a firearm and a TASER. A firearm’s primary purpose is self-defense. We shoot to stop the threat. In the case of TASER, we shoot to take someone into custody. That is a key difference.

So for example, when we talk about targeting and whether we’re going to shoot somebody in the back with a TASER, the issue for me is, if I have an officer chasing somebody whom they’re going to take into custody, would I authorize that officer to take that person down with a baton? Or with three or four cops jumping on him and taking him down forcibly? Because those options will cause injury to the suspect and to the officers.

So assuming that the underlying purpose of the chase is valid, in my opinion, use of the TASER in that situation is valid. Whether it’s in the back or the front doesn’t much matter. Based on my experience, I’d have to guess that while TASERs aren’t the safest things in the world, they’re probably as safe as some of these other tools that we have. Our challenge is to understand what all of these tools do, what their risks are, what the benefits are to our officers, and to train our officers in their proper use and allow them to use it as intended.

ASSOCIATE PROFESSOR LORIE FRIDELL, UNIVERSITY OF SOUTH FLORIDA: New Guidelines Should Be Tighter in Several Ways

Chuck Wexler: Lorie, compared to our original guidelines from 2005, what do we need to revisit?

Lorie Fridell: I’ve been analyzing a lot of departments’ TASER policies, and one difference compared to five years ago is that we have a lot of various policy provisions, creative ones. Departments have been giving a lot of thought to this.

But in reviewing the policies I see some deficiencies. A few agencies are withholding the policies from the public. I think it’s important for police departments to let their policies be known to the public.

I’m very pleased to hear some of the major leaders around the table talking about the level of subject resistance at which TASERs could be used. We need to think about that, because the current PERF guidelines allow use of the TASER if the suspect is “actively resisting,” which, as defined, encompasses bracing and tensing. I don’t agree with that, and I’m pleased to hear leaders saying that possibly TASERs should only be used when the person is
intending to harm. I think we also should have stronger provisions with regard to fleeing, and for other circumstances when a person’s fall could cause significant harm.

**DAYTONA BEACH CHIEF MICHAEL CHITWOOD:**
**Strong Policies Can Help Prevent Misuse of ECWs**

Since 2006 we’ve averaged about 13,000 arrests a year, and last year TASERs were deployed 82 times. We used to have a bare-bones policy. Officers were using TASERs against people for passive resistance, against people riding bicycles, it was used for violations of open container laws! We’ve struggled with what Commissioner Ramsey was talking about—policy, training, where does it fall on the force continuum, and what you said, Chief Dine—whatever happened to talking to someone first?

So we’ve changed our policy and our training. Everybody goes through an eight-hour block with the do’s and don’ts.

One personal story: I responded to a person-with-a-gun call, and the guy ran. I chased him, and I didn’t have a gun or a TASER, only my police radio, so I hollered, “TASER! TASER! TASER!” and he dove straight down on the ground and said “Don’t Tase me!”

So it’s a good tool, but we have to rein in its usage or we’re going to lose it.

**Chuck Wexler:** So warming them is a good thing?

**Michael Chitwood:** Yes, a fleeing felon, give them the warning. But a suicidal person, you’re certainly not going to tell them you’re going to Tase them.

**PERF Survey Shows ECWs Are Widely Used, And There is Significant Variation in Policies**

To help prepare for the ECW Summit and updating of PERF’s guidelines, PERF conducted a survey of its members regarding ECW deployments and policies. Following are some of the survey findings:

**Deployments are widespread:** 90 percent of the 194 responding agencies currently use ECWs. Almost all agencies that use ECWs provide them to patrol officers, but other officers often have them as well. For example, 58 percent of the agencies assign ECWs to school resource officers.

**Policy questions:** Most agencies’ ECW policies are part of their general use-of-force policy. On their use-of-force continuums, 67 percent of agencies place ECWs equal to chemical incapacitants, and 57 percent place ECWs equal to strikes/batons. About 36 percent place strikes/batons above ECWs.

80 percent of agencies allow use of ECWs when encountering active resistance, which is defined to include “physically evasive movement including bracing, tensing, pushing.” Only 7 percent allow use of ECWs against passive resistance, defined as “physical actions that do not prevent the officer’s attempt to control.”

**CHIEF INSPECTOR RICHARD LEWIS, ASSOCIATION OF CHIEF POLICE OFFICERS, UK:**
**Data Show ECWs Can Be Effective Even When Trigger Is Not Pulled**

I’m in the United States on a Fulbright Scholarship with Penn State University looking at ECW usages with a close proximity to death. Some of the issues that I’ve seen at various agencies in the U.S. are precisely the same as in the UK. The primary difference of course is that we don’t carry firearms; 93 percent of our officers are unarmed. And so the use of a TASER is sometimes incorrectly seen as a potential ramping up of the use of force, rather than bringing it down from lethal force. Clearly, however, TASERs are not considered a replacement for firearms.

We do a lot of data collection. Every single usage is collected, across the whole of England and Wales, and “usage” includes everything from pulling it out of the holster to actually discharging the probes into an individual. In 2009 we had just over 3,000 TASER deployments, but 75 percent of those did not require the TASER to be discharged in either drive-stun mode or in its full cycle.

**Chuck Wexler:** Just taking it out of the holster is counted as a “use”?  

**Richard Lewis:** Yes, of the 3,000 usages, only about 700 or 800 were incidents of drive-stun or full cycle, across 141,000 police officers.

But if you don’t collect that data about how many times you take it out of the holster, you can’t show the public how effective this tool can be in the appropriate circumstances even when you don’t pull the trigger. That’s been hugely successful for us in helping to reassure our communities around the use of TASER in the UK.

Most agencies have provisions regarding use of ECWs against persons under the influence of drugs or alcohol, elderly persons, juveniles, and persons threatening suicide. Most agencies said that use of an ECW is at the officer’s discretion in a situation where deadly force is appropriate, but 2.3 percent prohibit use of the less-lethal ECW if deadly force is appropriate.

**When the suspect has an ECW:** Most agencies do not specify which type of force is appropriate to use on a suspect brandishing an ECW. But 16 agencies have policies indicating that deadly force is a permissible option in such a situation.

**Training:** Most agencies require at least 8 hours of training to be certified in ECW use. Nearly all agencies require periodic recertification, usually annually. More than 20 percent said that exposure to an ECW discharge is a part of certification. And 13 percent of those agencies reported officer injuries as a result. Most agencies use a combination of training provided by the ECW manufacturer and their own training elements.

**Carrying the ECW:** Most agencies require that the ECW be carried on the officer’s gun belt; 16 percent require that it be carried on the thigh. 87 percent require that the ECW be carried on the officer’s “weak side.”

**Discharging the ECW:** 81 percent of agencies do not specify the maximum number of cycles that can be administered. Of the 19 percent that specify a maximum, most set the maximum at three cycles. 40 percent of agencies specify the duration of each cycle; all of those use a 5-second maximum length of each cycle.
PERF Leaders Engage TASER Officials
On 5-Second Automatic Cutoff Issue

Police chiefs at PERF’s ECW meeting had an opportunity to discuss a number of issues with officials of TASER International, the leading manufacturer of ECWs. One session focused on issues relating specifically to TASER International’s products.

One key issue involved PERF members asking TASER officials whether they could give customers an option of having ECWs that automatically discontinue the electrical current being applied to a subject after 5 seconds. If the officer wanted a longer period of activation, he or she would need to press the ECW’s trigger again. This would help to alleviate concerns about unnecessarily long ECW activations possibly increasing the risk of injuring the subject. As long as five years ago, PERF’s initial set of CED guidelines noted, in Guideline Number 4, that “multiple activations and continuous cycling of a CED appear to increase the risk of death or serious injury and should be avoided where practical.”

As one chief expressed it, “In the use-of-force situations that our troops are in, it’s a stressful environment, and they forget to release the trigger. Is a failsafe that would cut off after five seconds something TASER is willing to offer?”

TASER President and General Counsel Douglas Klint said that the company is “looking at technology to do that right now, as a matter of fact.”

PERF Executive Director Chuck Wexler noted that a number of chiefs have raised this as an issue. “We’re your customers, and we are telling you that this is a problem that needs to be fixed,” Wexler said.

PERF President Charles Ramsey added, “We’re the ones cutting the checks to buy TASERs. I strongly suggest that you get past the point of appreciating our input and get more action-oriented.”

In the weeks following the PERF meeting, Ramsey and Wexler joined with John Gnagy, executive director of the National Tactical Officers Association, in an exchange of letters with TASER International to follow up on this issue.

“At our meeting, a number of police chiefs said they have had problems with officers inadvertently subjecting persons to longer periods of TASER® activation than they intended, because the device does not automatically deactivate the current after 5 seconds,” Ramsey, Wexler, and Gnagy said in a joint letter to Mr. Klint and two other TASER officials, CEO Rick Smith and Chairman Thomas P. Smith, on August 12. “We urge you to find a way of giving police agencies the option of ordering new TASER® products and modifying existing devices so that they will cut off after a 5-second cycle, with separate trigger pulls required for any additional 5-second activations.”

Two weeks later, Mr. Klint, Mr. Smith, and Mr. Smith responded, saying, “We are happy to report that our engineers have come up with a reliable solution and can commit that this will be an option that we can manufacture and make available in early 2011.”

Ramsey, Wexler, and Gnagy sent the TASER officials another letter urging them to make the 5-second cutoff available on all existing TASER models currently being used by law enforcement agencies, through reprogramming of the devices or some other retrofit. “Most of our member agencies have been significantly impacted by the current economic climate, and it would be difficult to budget for replacement TASER models,” they noted.

ABOVE LEFT: TASER President Douglas Klint.
ABOVE RIGHT: John Gnagy, Executive Director of the National Tactical Officers Association.
PERF Research Showed Reduced Injuries In Agencies Deploying ECWs

PERF’s ECW MEETING IN PHILADELPHIA INCLUDED a presentation by Dr. Bruce Taylor, former Director of Research at PERF, summarizing a major study PERF conducted last year that aimed to answer the question: Are ECWs effective as a less-lethal force option, in terms of reducing injuries to officers and suspects, as compared to other use-of-force options?

The research, supported by the National Institute of Justice, compared the experiences of seven law enforcement agencies that use ECWs with six agencies that do not use ECWs. The agencies selected for the project needed to be able to provide four years’ worth of data on all incidents of use of force, including data on the type of force used and any resulting injuries to officers and/or suspects.

The study found that use of ECWs was associated with a 70-percent reduction in the chances of an officer being injured compared to agencies that do not use ECWs. And the odds of a suspect being injured were reduced by more than 40 percent in ECW agencies compared to non-ECW agencies.

Furthermore, in the agencies that use ECWs, the study compared incidents in which ECWs were used to incidents in which other types of force were used, and found significantly lower injury rates for officers who used ECWs. Only 5.4 percent of the ECW incidents resulted in injuries to the officer. But 24.3 percent of officers using a baton were injured, and 20.5 percent of officers using hands-on tactics or other types of force that did not involve a weapon were injured.

Regarding suspects, the results were less clear-cut. 58 percent of the ECW incidents resulted in the suspect receiving medical attention, compared to 63 percent of the suspects in incidents involving a baton, 44 percent of the OC spray incidents, and 56 percent of the incidents involving hands-on tactics. However, those findings may be explained in part by the fact that ECW use inherently involves at least a minor degree of injury to suspects, in that ECWs fire darts that penetrate suspects’ skin. Thus, in some cases, suspects subjected to an ECW activation may have been sent to a hospital as a precaution. (PERF’s 2005 guidelines provide that all persons exposed to an ECW activation should receive “a medical evaluation.”)

Full information about this study is available here: http://www.policeforum.org/upload/CED%20outcomes_193971463_10232009143958.pdf.

Chief Tim Dolan Elected to PERF Board; Chiefs Deane and Flynn Win Second Terms

PERF IS PLEASED TO ANNOUNCE THAT MINNEAPOLIS Chief of Police Tim Dolan has been elected Secretary of the PERF Board of Directors.

Chief Dolan is a Minneapolis native and was a 23-year veteran of the city’s Police Department when Mayor R.T. Rybak chose him to serve as chief in 2006. Earlier this year he won reappointment to a second term as Minneapolis police chief. Mayor Rybak noted that under Chief Dolan’s leadership, violent crime has declined 33 percent, falling three years in a row to the lowest level since 1982. In the same period, property crime declined to the lowest level since 1963. Chief Dolan is especially well-known for reforming the Police Department’s approach to juvenile violence.
Police Chiefs Meet in Philadelphia
To Update Guidelines on Electronic Control Weapons

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