eJOURNAL USA

ETHICAL AND EFFECTIVE POLICING

U.S. DEPARTMENT OF STATE / BUREAU OF INTERNATIONAL INFORMATION PROGRAMS

U.S. DEPARTMENT OF STATE
VOLUME 15 / NUMBER 10

Published April 2011

International Information Programs:

Coordinator	Dawn L. McCall
Executive Editor	Catherine J. Jarvis
Director of Publications	Michael Jay Friedman
Editorial Director	Mary T. Chunko
Managing Editor	Anita N. Green
Production Manager	Janine Perry
Designer	Sylvia Scott
Photo Editor	Ann Monroe Jacobs
Cover Designer	Min C. Yao

Cover Illustration by Sally Vitsky

The Bureau of International Information Programs of the U.S. Department of State publishes *eJournal USA*. Each journal examines a major issue facing the United States and the international community, and informs international readers about U.S. society, values, thought, and institutions.

Each *eJournal* is published in English, followed by electronic versions in French, Portuguese, Russian and Spanish. Selected editions also appear in Arabic, Chinese and Persian. Each journal is catalogued by volume and number.

The opinions expressed in the journals do not necessarily reflect the views or policies of the U.S. government. The U.S. Department of State assumes no responsibility for the content and continued accessibility of Internet sites to which the journals link; such responsibility resides solely with the publishers of those sites. Journal articles, photographs, and illustrations may be reproduced and translated outside the United States unless they carry explicit copyright restrictions, in which case permission must be sought from the copyright holders noted in the journal.

Editor, *eJournal USA*
IIP/PUBJ
U.S. Department of State
2200 C Street, NW
Washington, DC 20522-0501
USA
E-mail: eJournalUSA@state.gov

About This Issue

As enforcers of the law, police play a crucial role in upholding democracy. In democratic societies, citizens grant increased authority to police in order to live in a safe community. They give police the power to detain, search, arrest citizens, and lawfully use physical force when situations dictate. In return, police departments must ensure that police officers adhere to high ethical standards. When they don't, the reciprocal trust between citizenry and police is disrupted, undermining the tacit social contract that is the basis of democracy.

This issue of *eJournal USA* examines the ways in which citizens and police strive to sustain the social contract.

In these pages, Joseph McNamara describes how his early experiences as a rookie patrolman in New York City's Harlem later informed his tenure as a police chief working to establish relationships of trust with minority communities in Kansas City, Missouri, and San Jose, California. He observes that "Learning about the cultures of the communities police serve is not enough. Police departments also have cultures that need to be learned about — and sometimes changed."

© PhotoEdit

Asian and Hispanic bike patrol officers work at the Chinese New Year's parade in Los Angeles, CA.

In many instances, organizational resistance to change has frustrated police reform efforts. One problem, argues Professor Eugene O'Donnell, is that most police departments are run on a military model, while officers need to embrace ethical standards grounded in the rights and human dignity of all citizens. "Many police departments attempt to impose ethical standards and effective policing through policy, proscription, and punishment," O'Donnell says, arguing that this approach is flawed. In a related essay, sociologist James Q. Wilson concurs with O'Donnell and suggests a major shortcoming of this approach: since patrol officers interact with the public without direct supervision, "they must be trusted to behave in an ethical way on their own."

Historically, police reforms have been aimed at individual incidents, disregarding underlying organizational problems. Chief Charles Campisi, head of the New York Police Department's Bureau of Internal Affairs, discusses how the department introduced administrative mechanisms to change the way it polices itself. And criminologist Samuel Walker and journalist Andrea Lorenz recount how the 1991 beating of Rodney King prompted the Los Angeles Sheriff's Department to pioneer what many experts have called "the most effective form of citizen oversight of the police in existence."

U.S. efforts to foster effective and ethical policing have parallels in other countries. In Mixco, a poor suburb of Guatemala City, police are winning the trust of community members and reducing crime. Since the Model Precinct program was introduced in 2009, homicides have declined by 11 percent and overall crime is down around 23 percent. A key element of the program's success is the recruitment and training of police officers. The training of law enforcement officers is also the focus of the International Law Enforcement Academy in Gaborone, Botswana. ILEA Gaborone provides courses on counter-terrorism, criminal investigation, case management, evidence handling, and other aspects of law enforcement to police from 29 African countries.

In the United States and elsewhere, the success of community policing speaks to the reciprocal relationship between police and the citizens whose safety they secure. Each of the essays in this volume explores a different facet of that relationship. ■

U.S. DEPARTMENT OF STATE / VOLUME 15 / NUMBER 10
http://www.america.gov/publications/ejournalusa.html

Ethical and Effective Policing

CHALLENGES AND ISSUES

3 Policing Diverse Communities
JOSEPH D. MCNAMARA
Police must understand and work within the cultures of the communities they serve.

7 Police Ethics
JAMES Q. WILSON
There are no easy answers to the problem of ensuring police integrity.

9 Fostering Ethical and Humane Policing
EUGENE O'DONNELL
Respecting human rights is fundamental to ethical, humane policing.

13 Fighting Police Corruption: An Interview With Charles Campisi
The New York Police Department has pioneered innovative, proactive techniques to root out police misconduct and corruption, says the NYPD Internal Affairs Bureau Chief.

INTERNATIONAL POLICE TRAINING AND COORDINATION

15 A Model for Reducing Crime in Mixco, Guatemala
BY DINA FERNANDEZ GARCIA
Police in Guatemala build reduce crime and build community through the Model Precinct Program

18 The International Law Enforcement Academy (ILEA) in Gaborone
EPHRAIM THUSO KEORENG
ILEA's Law Enforcement Executive Development Program combines class work and field training.

20 The International Law Enforcement Academy in Thailand
VARIN SACHDEV
The head of the Bangkok Metropolitan Police discusses his ILEA training experience.

22 Policing the Police: Citizens Encourage Ethical Policing
SAMUEL WALKER AND ANDREA LORENZ
Citizen oversight committees can promote better policing.

24 Additional Resources

Policing Diverse Communities

Joseph D. McNamara

© AP Images

The New York Police Department hires sign language interpreters to communicate with deaf citizens.

Joseph D. McNamara served 35 years in policing, rising from beat officer in the New York Police Department to Director of Crime Analysis for New York City. He was police chief in Kansas City, Missouri, for three years, and San Jose, California, for 15 years. He holds a Doctorate in Police Science from the John F. Kennedy School of Government at Harvard University. The author of five books, he is currently a research fellow at the Hoover Institution at Stanford University.

The New York City Police Academy training emphasized treating everyone fairly and avoiding discriminatory conduct. As a 21-year-old rookie patrolman in New York's Harlem neighborhood, I nevertheless suffered a culture shock observing the poverty, crime, violence, and unofficial segregation surrounding me, things not mentioned during our training.

One day, a well-dressed 30-year-old African-American woman, bleeding from a head wound, ran up to me on my foot beat. "Officer," she said, "I know you're terribly busy, but I've just been robbed!" Actually, I hadn't been busy at all, simply standing on a street corner.

The criminal had escaped, and a number of witnesses, although sympathetic to the victim, declined to give me information which would have led to the capture of the armed robber.

What image did this innocent woman, who had been viciously attacked, have of the police to compel her to apologize for reporting a brutal crime? What view of the police did the witnesses hold that kept them from alerting a nearby policeman who could have prevented the crime? During the rest of my 35-year career in policing, I never forgot that incident.

Getty Images

Los Angeles Police Officer Sandra Escalante shares a lighter moment with her colleagues.

The lesson that I took away from that incident was that police departments, in order to prevent crime, have to understand and work within the cultures of the communities they serve. Somehow, despite fine training and many good police officers, the New York City Police Department (NYPD) hadn't convinced highly victimized, personally law-abiding people that the police really wanted to keep them from harm, and that a partnership between the community and police was the best way of protecting them, their families, and their property. During the 1960s and 1970s, the NYPD rules actually specified that "Members of the force shall not engage in unnecessary conversation with the public." Little wonder that people regarded the police as aloof and indifferent to their problems.

COMMUNITY CULTURES: BUILDING TRUST

In 1973, I was appointed police chief of Kansas City, Missouri, a Midwestern city of half a million people. The same lack of public and police partnership that existed in New York haunted Kansas City. As a result, we reached out with a number of new approaches to convince the community that the men and women of the department were dedicated to protecting them, even at the risk of police lives. The department recruited leaders from the high-crime neighborhoods to conduct cultural awareness classes to help police officers understand the nuances of different cultures that shaped their citizens' responses to crime and the police. At the same time, the department began to have beat officers and district sergeants interact with neighborhood people, with school and parent organizations during community meetings of homeowners, and with apartment renters and other groups.

The value of these approaches was quickly apparent. Organizations such as the National Association for the Advancement of Colored People and La Raza, representing the African-American and Latino communities, began to participate with the police in positive crime-prevention efforts. Personal contact between officers and those they served provided invaluable intelligence for the police on what crime problems existed, and the needs of citizens. Officers soon realized that the overwhelming majority of people were supportive.

The people wanted more good policing, not less. For the first time, localities saw officers as individuals eager to protect them rather than aloof strangers — outsiders occupying their neighborhoods — who existed simply to give them traffic citations, or arrest them for minor violations.

After a year or so, crime began to decrease. Improved relations with minority groups made people more willing to report crime to the police, provide information as witnesses and, when they sat on a jury, to believe police testimony. In 1974, Newspaper Enterprises named the Kansas City Police Department (KCPD) the best in the nation. In addition to the decline in crime, the KCPD began to succeed significantly in recruiting more women, African Americans, and Latinos to the force, which in turn reinforced the idea of a police and community partnership.

In 1976, I moved west to become police chief of San Jose, California, now a city of more than a million people with a majority of the inhabitants members of

minority groups embracing a wide variety of cultures and languages.

Besides introducing the cultural awareness training and outreach programs that had succeeded in Kansas City, in San Jose we had to find ways to respond to, and deal with other challenges as well. More than 50,000 Vietnamese had relocated almost overnight to San Jose following the fall of Saigon in 1975. They were overwhelmingly good, law-abiding citizens who quickly assimilated into the community. The newest arrivals were gratified to enjoy freedoms we take for granted and their strong, family-oriented culture enabled them to move quickly into businesses and seek personal advancement through public education.

But like other immigrant groups, the Vietnamese also experienced some problems.

Many of these respectable immigrants had suffered at the hands of the police and government in the country they had fled. A number of young males drifted into criminal gangs that were quick to exploit the reluctance of other Vietnamese immigrants to trust the police and seek protection from gangsters. Home invasion robberies and extortion of businesses became serious problems in the Vietnamese neighborhoods.

The San Jose Police Department began a major effort to reach out to the Vietnamese immigrants to convince them to partner with police officers against criminals. Our first efforts were similar to those that had worked in Kansas City, with cultural awareness training classes, beat officers leaving their patrol cars to visit business and neighborhood groups, and distribution of police crime-prevention literature in both Vietnamese and English explaining how and when to call the police and how the U.S. criminal justice system functions. Outreach efforts through Vietnamese language radio, television, and print media were also effective in educating the new arrivals on how to improve their safety by working with the police. The department was fortunate to receive a great deal of assistance from the U.S. Defense Language Institute in nearby Monterey, which volunteered to provide a 24-hour translation service in Vietnamese and other languages.

Within a couple of years, these outreach efforts succeeded to a point where San Jose became one of the safest large cities in the United States.

POLICE CULTURE: CHALLENGING MYTHOLOGY

Learning about the cultures of the communities police serve is not enough. Police departments also have cultures that need to be examined — and sometimes changed.

© AP Images

In Ohio, police patrols carry language identification flash cards that feature phrases translated into 59 foreign languages.

The historical myth of policing is that tough, alert cops prevent crime despite public indifference or hostility. This misconception has to yield to research findings showing that most crimes are solved and convictions obtained when ordinary people call 911 in a timely fashion, serve as witnesses and are not biased against police testimony when they serve on a jury.

In response to our early efforts in 1977, the police union issued an official reprimand because "The police chief had tried to please the public." Cops too, had to be persuaded that outreach programs were not merely superficial public relations efforts coming from police headquarters. Outreach is, in reality, a valuable tool of beat officers in achieving their primary duty of protecting life and property. The best police department is a police department that is, to borrow from Abraham Lincoln, "Of the people, by the people, and for the people." ■

©AP Images

A Bensalem, Pennsylvania, community police officer chats with an 8-year-old girl.

Police Ethics

James Q. Wilson

© AP Images

The New York City Police Department's recruitment efforts and demographic shifts have made it the most internationally diverse police department in the U.S.

James Q. Wilson is currently the Distinguished Scholar in Boston College's Department of Political Science. He is the author of Thinking About Crime *(Vintage Books, 1985),* Varieties of Police Behavior *(Harvard University Press, 1978), and* Crime and Human Nature *(Simon and Schuster, 1985).*

Every nation with which I am familiar faces the major challenge of installing ethical standards in its police officers. This is a harder task than it would be for many other occupations because the police function under unusual conditions. Patrol officers and detectives deal with the public without direct oversight by administrative superiors, and so they must be trusted to behave in an ethical way on their own. When a terrible crime has occurred, the public may demand that the police solve it "no matter what they have to do," and so there is pressure to use unnecessary force. In some cities, corrupt government officials will press the police force to protect criminal activities or collect money for them.

Police officers must depend on other officers, not only to get their job done by sharing information, but in many cases to avoid being injured or killed by a suspect. To maintain good relations with each other, officers are likely to embrace the Code of Silence or the Blue Curtain. These are American terms for an informal agreement not to report to their superiors the ethical lapses that they observe. Investigating bad police behavior is difficult if every officer has adopted the Code of Silence.

One problem is that ethics is a difficult concept. It is wrong to take bribes from drug dealers or terrorists, but is it also wrong to take a free meal from a restaurant owner who wants you to be a frequent guest? These issues must be thought through carefully.

All large U.S. police departments have an Internal

Affairs Bureau that receives and acts on complaints about police behavior. (See Interview: Charles Campisi Chief, Internal Affairs Bureau, New York Police Department.) In some cities a civilian complaint review board staffed by civilians rather than officers, assumes the task of enforcing ethical standards. Among police officers, this idea is controversial.

Whatever mechanism is put in place, police misconduct will still occur. Though the Los Angeles Police Department (LAPD) has a good record, the part of the department located in the Ramparts area had a major crisis when an anti-street gang unit shot an unarmed citizen and then planted a gun on him so the officer who killed him could claim self-defense. LAPD itself discovered this problem, which led to a lawsuit brought by the U.S. Department of Justice that produced a consent decree which stipulated that the LAPD had to make progress toward various integrity goals.

There are no easy solutions to the problem of ensuring police integrity. Outside investigating commissions, internal affairs bureaus, and critical newspaper stories can all be helpful, but the solution requires recruiting, training, and supervising police officers in a way that increases the chances of decent behavior.

Recruitment: Most people do not change their ethical standards as they grow older. If they were rowdy, out-of-control teenagers, they will probably be rowdy, out-of-control police officers. When would-be officers are recruited, police departments must invest heavily in judging their behavior. It is better to turn down 10 candidates in order to get one good prospect.

Training: There must be a serious focus in the police training school on why ethics are important. Integrity makes the public more likely to accept the officer as a protector rather than an oppressor and gives an officer the sense that he or she is doing a worthwhile job in which they can take pride.

© Corbis

At a police academy graduation ceremony, the officer is shown in silhouette against the emblem of the academy.

© AP Images

New York City police officers talk with teenagers about becoming police officers.

Supervision: The key supervisor is the training officer with whom a new officer first works. A good training officer tells new officers, "The realities on the street require you to show that you are both tough and honest."

Departmental leadership: It must reward good cops and punish bad ones, and this must be done routinely, not just when a scandal has prompted a public investigation. Leaving bad cops in place sends a negative message to good ones. ■

Fostering Ethical and Humane Policing

Eugene O'Donnell

© AP Images

Police officers pay their respects at the 2008 funeral of a police officer in Philadelphia who died while on duty.

Eugene O'Donnell, a professor of police studies at John Jay College of Criminal Justice, and a former New York City police officer and prosecutor, was one of John Jay College's instructors in the Human Dignity portion of the International Law Enforcement Academy in Budapest, Hungary, and Gaborone, Botswana.

Police departments the world over face no greater challenge each day than fostering humane and ethical policing which puts the common good at the center of all that they do, while scrupulously protecting the dignity of even the most despised persons. Yet far too often police departments ignore the human dimension at policing's core, finding it easier, especially of late, to focus on technologies and measurements of *what* they do, instead of *how* they do it.

Many police departments attempt to impose ethical standards and effective policing through policy, proscription, and punishment. A major shortcoming of this approach is that most police actions will never be reviewed and, as a practical matter, are unreviewable. While independent, outside overseers and layers of oversight are important, true ethical and people-centered transformation only occurs when frontline police professionals embrace it.

Police officers' treatment of others is influenced by how officers themselves are treated. Any credible conversation about respect for human rights and ethical conduct needs to begin inside a police department with candid discussion and a commitment to fair treatment of employees.

POLICE CULTURE

As a group, police officers are part of a culture that emphasizes acting, not introspection: Officers are leery of self-examination, viewing it as soft headed and not useful to their real-world work. In our domestic and international police training, we were struck with the willingness of officers from many countries and cultures to engage in heartfelt — at times even tearful — conversations about human dignity, especially if there was a concomitant willingness to acknowledge the officer's own struggle to be treated with respect.

Changing police attitudes can be especially challenging given that police departments are run on a military model that demands obedience to authority, the surrender of officers' individuality, and the willingness to wield coercive power against others.

© AP Images

Police departments are run on the military model.

Many police departments have only modest expectations for the ethical conduct of their officers. When police departments do address human rights issues, they often rely on theoretical lectures or bald recitation of lofty principles, with little emphasis on dialogue and the real-world challenges police face in treating people with tolerance and respect.

Assisting people in need is a huge part of what police do, and many police departments have rebranded themselves as "services" rather than "forces." Worldwide, police officers bring an impulse to help others to their work and a willingness to make personal sacrifices, even risking their own well-being. This is an admirable quality that can serve as a bridge to encouraging ethical conduct by individual officers and to formulating ethical standards and practices for police departments, especially when the discussion of ethics centers on building a better nation and improving living conditions for officers, their families, and their posterity.

POLICE AND THE DISENFRANCHISED

To be sure, ethical standards and respect for human rights evolve and are shaped by time and place; in too many places there are outcast groups against whom discrimination is regarded as defensible. The diminishment of the humanity of others can be a daily challenge for officers who work in marginalized communities. Ironically, researchers believe that a lack of self-worth and a feeling of impotence on the part of the police can be an aggravating factor that contributes to unjustified violence, abuse, and corruption. Probably the most common flashpoint for violence and police abuse worldwide involves officers with an impaired sense of their own worth interacting with members of minority groups, the handicapped, the inebriated, or other disenfranchised individuals deemed insufficiently "respectful" towards the police.

© Getty Images

Oklahoma City police officer comforts a co-worker at the funeral for a fellow officer.

Centering a police department on principles of human dignity is not a substitute for traditional and creative methods of rooting out corruption

© AP Images

An Arkansas officer carries a baby to an ambulance after the baby was rescued from a fire.

and inhumane conduct. Police departments must be committed to screening, training, supervising, disciplining, and proactively detecting improper conduct by officers. Departments must endeavor to convince officers that they are public trustees and that public service is ultimately self-service: that betrayal of public trust denigrates offending officers, colleagues, and all those they hold dear.

The police are influenced and constrained by the broader ethical standards and expectations of their societies. It is important to be realistic about the limits of a human dignity-centered approach to policing, especially where brute force policing is institutionalized, or in cultures where gifts, bribes, and favoritism are the norm, or where the proceeds of corruption augment grossly inadequate police officer salaries. In such places, perhaps the best that can be hoped for is that conscientious policing will rein in the worst excesses.

We have trained officers who expressed despair about the possibility of ethical change and who believed that their country was unsuited or innately incapable of positive progress. This provides officers with a convenient rationale for avoiding personal ethical engagement: "Since no significant betterment can happen until the system is completely changed, I need not focus on my own ethical responsibilities." Again, officers need to be persuaded that they can bear witness to what is right.

ETHICAL POLICING: NOT BEYOND REACH

Frustration about the slow pace of change should not mislead anyone to believe that positive ethical and humanistic improvement is beyond reach. Indeed, in recent decades, police departments of every size, on every continent, have fostered public support by reducing instances of corruption and conduct violative of the universal rights of man, and by enhancing internal and external accountability measures. But heads of police departments everywhere know better than to declare their work finished, no matter how much progress they have made.

The police are the most visible pillars of a decent, harmonious society. When they act with predictability, restraint, and fealty to the rule of law, ordinary people gain faith in their government. When the most dispossessed person in the poorest neighborhood receives the same treatment as the rich man living high upon the hill, civil society is strengthened and the police are ennobled. Progress may seem thwarted at times, but even in the most troubled places there are times when the rule of law wins, such as when a police officer is killed and other officers shepherd the offender in front of a court rather than meting out summary punishment.

No doubt some will protest that human dignity-centered policing is a simplistic solution to a set of complex, often unique police challenges. But as the most visible public institution that is charged with maintaining justice, the police in their ordinary duties have the power to be guarantors of personal dignity and even-handed treatment — truly heroic figures in their own right. ■

© AP Images

An NYPD police officer speaks with a citizen in Russian in a Russian enclave of the city.

Fighting Police Corruption: An Interview With Charles Campisi

Courtesy of the New York Police Department

Chief Charles V. Campisi

Chief Charles V. Campisi heads the Internal Affairs Bureau of the New York City Police Department.

eJournal USA: Can you tell us about the Internal Affairs Bureau of the New York City Police Department?

CHIEF CAMPISI: Our mission is to "Provide for effective corruption control by analyzing allegations and trends and conducting comprehensive investigations designed to ensure the highest standards of integrity."

eJournal USA: How big is your bureau? And how big is the New York City Police Department (NYPD)?

CHIEF CAMPISI: The New York City Police Department has over 52,000 members. Of those 52,000, there are almost 35,000 that are sworn officers. We currently have about 655 people assigned to the Internal Affairs Bureau … and we're responsible for every member of the New York City Police Department whether they are a uniformed member — a sworn officer — or if they are a civilian member. And that includes on- and off-duty conduct.

We have a command center that operates 24 hours a day, seven days a week, weekends, holidays; we never close. We will take citizens' complaints about anything. Besides being reactive, we have developed an extremely proactive philosophy to corruption prevention. And I think our proactive approach to corruption control and investigations is what really sets us apart.

eJournal USA: How are you proactive?

CHIEF CAMPISI: We're proactive in a number of different ways. To guard against drug use by our members, we do three types of drug screening: entry-level, random, and when a supervisor develops a reasonable suspicion of drug use.

If a member refuses to take any one of the drug screening test, he or she is considered to have failed the test. The penalty for failing one of the drug-screening tests is termination. We offer no counseling, no rehabilitation, and no second chance for illegal drugs. You fail a test or refuse to take a test, your services are terminated.

We do integrity tests, which we basically have pioneered and formulated. An integrity test is an artificial situation engineered by IAB to look like a situation a police officer might encounter any day on patrol. We do two types of tests, targets and random. We do targeted integrity tests where we believe that an officer or a group of officers are engaged in some sort of serious misconduct or corruption. We will set up a scenario that mimics what we believe the officers are doing.

Courtesy of the New York Police Department

A New York Police Department boat patrol.

© AP Images

Police detective Ahmed Nasser, right, the NYPD's Muslim liaison, runs into a neighborhood acquaintance while making courtesy visits to Arab-run establishments.

We give the officers complete freedom to act in accordance with the law and in accordance with our guidelines, but also, we give them absolute freedom to act on their own. The choice is entirely theirs.

We test every command throughout the city, seven days a week. We test officers on a constant basis. We don't reveal the exact number of integrity tests we do because we want to keep that confidential and create the appearance of omnipresence. We want all members of the department to question whether the situation is a routine assignment or a potential integrity test. We don't discuss the scenarios we use in our integrity tests because we want to keep that confidential as well.

We're also proactive in our prisoner-debriefing programs. Our 19 investigative groups go to central booking facilities and ask prisoners about guns and drugs, and people committing crimes, but we also ask questions about officers who may be corrupt, or officers who may be involved in misconduct.

© PhotoEdit

An on-duty New York City police officer.

IAB also has developed an enforcement program as part of our proactive approach to corruption control. IAB investigators target those offenses that have been traditionally corruption prone. We concentrate our efforts on those areas that are believed to be active narcotics locations, or areas where prostitutes may be congregating, or where peddlers are known to be working, or where gambling activity is suspected.

If we have allegations that police officers might be involved in some sort of misconduct in certain areas of the city, we'll statistically profile that area. Maybe it's a multi-family apartment house, we'll check to see if people in that apartment house have arrest warrants for a variety of offenses.

Then the IAB investigators will go and execute those arrest warrants with the hopes of gathering intelligence and using these people, if possible, as our operatives in an integrity test.

One of the things I'd like to say is that when we do this type of operation ... sometimes the best operative is someone who's involved in the illegal conduct.

We work very closely with the local prosecutors, whether they're state or federal prosecutors, to work out plea deals with cooperators who are willing to work with us in one of our integrity operations, to help us build cases against corrupt officers or officers who are committing serious misconduct. ■

A Model for Reducing Crime in Mixco, Guatemala

Dina Fernandez Garcia

© AP Images

A boy, playing with a ball, walks past a soldier who stands on guard in the crime-ridden neighborhood of El Milagro, Mixco, Guatemala.

Dina Fernandez Garcia is an anthropologist and journalist for El Periodico*, a Guatemalan journal, and a former columnist for* Prensa Libre*. She is a graduate of the journalism program at Columbia University in New York and was a Nieman Fellow at Harvard University.*

The slight woman with short, spiky hair stood up in the middle of the basketball court. "I want to thank the American Embassy for helping our kids here," said Ana Luisa Roca, one of 15 parents attending a meeting at a public school in Mixco, a poor, violence-ridden suburb of Guatemala City.

Those words are music to the ears of Samuel Rivera, the Puerto Rican-born police officer who leads the U.S.-sponsored Model Precinct program. Through the program, Rivera and his colleagues at the Narcotics Affairs Section of the U.S. Embassy in Guatemala are providing the police precinct in one of the most crime-ridden sections of the city with basic equipment, recruiting its officers, training them, and bringing the crime rates down.

Since the Model Precinct was established a year ago, homicides are down 11 percent in its jurisdiction, and overall crime is down around 23 percent. "I am very happy," says the mayor, Amilcar Rivera, whose involvement in this program has brought national attention.

The mayor's engagement has been crucial. His

© AP Images

Children walk past soldiers and a police officer who patrol the blighted neighborhood of El Milagro, in Mixco, Guatemala.

© AP Images

U.S. Assistant Secretary of State William Brownfield, in Mixco on February 7, 2011, "We are going to explore the possibility of creating more model police stations in Guatemala."

administration's commitment to public lighting leaves criminals with fewer dark places to hide at night. With the help of local business people, city officials have also installed 27 crime-deterrent security cameras and are about to add 30 more.

Neighbors can feel the difference. Gang activity is down substantially from a year ago at the market in El Milagro.

"At last, the police are doing something," says the president of the market vendors' committee, Hilman Ortiz.

Winning over the trust of citizens is perhaps the toughest challenge. "We want these streets to be safe and you can help us," vows Samuel Rivera at the public school meeting, as he hands out T-shirts, aprons, and bags that publicize a precinct telephone number people can call to report any type of wrongdoing, from domestic violence to drug dealing. "And if any cop misbehaves, you let me know," Rivera insists.

"And if any cop misbehaves, you let me know," Rivera insists.

The police officers who had organized the parents' meeting chuckled, but they know that Rivera is very serious about corruption. Only officers who pass a polygraph test focused on ethical behavior can work for the Model Precinct and they are re-evaluated by the U.S. Embassy every six months. Just recently, Rivera asked for the replacement of 300 of the 750 newly-hired police officers based in Mixco.

The Model Precinct program invests most of its funds in training: Each officer must complete a 1500-hour course. Lately, Rivera has found that the best teachers are retirees who had to solve cases 30 or 40 years ago with no technology, just as the Guatemalan police do today. "It works perfectly," says Rivera, "because they can teach them how to do police work with their bare hands."

Mayor Rivera, who is running for reelection, knows crime will be a main campaign issue, perhaps the single most important one.

"I know there is still a lot of work to be done so the Model Precinct program can really deliver the results the community deserves," Mayor Rivera says. In order to do so, the mayor needs to strengthen institutional collaboration and bring on board more powerful allies from the central government. If he succeeds, chances are other mayors and political officials will notice. ■

The International Law Enforcement Academy (ILEA) in Gaborone

Ephraim Thuso Keoreng

Godfrey G Mpuse

The International Law Enforcement Academy (ILEA) building in Gaborone, Botswana.

Ephraim Thuso Keoreng is a newspaper reporter in Gaborone, Botswana.

Amal Ali Salman, a graduate of the International Law Enforcement Academy (ILEA) in Gaborone, Botswana, described the ILEA program there: "It was a good training course. We learned about investigations, terrorism, small and light arms, explosives, money laundering, and other topics. But the training that left a great impression on me was on leadership."

Salman, a prosecutor in Djibouti, was part of a group of 36 middle-level law enforcement officers from Botswana and other African countries who underwent a six week Law Enforcement Executive Development Program (LEED) at ILEA in Gaborone.

In an interview after the graduation, Salman said her class discussed fraud, terrorism, and money laundering at a theoretical level and later performed practical exercises, to test how they could respond to real-life situations.

Djibouti, which is between Somalia and Ethiopia, has a number of security challenges from terrorist threats and pirate activity in Somalia as well as an illegal immigrant smuggling problem from Ethiopia. Some criminal elements use Djibouti as a transit point for smuggling illegal immigrants to the Middle East.

Sidiki Kourouma of Guinea said the training accorded him an opportunity to share challenges and achievements with other top law enforcement officers from Africa. Also of importance to him were the sessions on financial fraud and human rights. He explained that as an officer one has to appreciate that all human beings, including criminals, have rights that need to be respected.

Godfrey G Mpuse

Officer Sidiki Kourouma of Guinea receives his diploma from ILEA program director James Smith.

Godfrey G Mpuse

Amal Ali Salman, a Djibouti prosecutor and graduate of the six-week Law Enforcement Development Program in Gaborone, receives her diploma.

He added that his country has been overburdened by drug trafficking as Latin American countries.

"Now this training will strengthen our capacity to effectively fight drug trafficking," he said.

ILEA program director James Smith said the class was good to work with, adding that in the first week of the six-week training course, they concentrated on community policing and human dignity.

"Human dignity is big, and the police should know that people and police have rights that need to be respected. We had diplomatic security staff and Federal Bureau of Investigations (FBI) trainers teach sessions on crime scene investigations and other issues," he said.

The training also involved a session where each country team made presentations on the challenges they face and the methods they use to tackle them.

"Then the class, based on their varying experience, discussed how the country team can handle their problems," he said.

The ILEA program runs a six-week LEED training class that is offered four times a year to top law enforcement officers from Africa. ILEA Gaborone provides courses on counter-terrorism, criminal investigation, case management, fighting organized crime, evidence handling, and other aspects of law enforcement.

Program director Smith stated that the ILEA has updated the program. Starting in 2011, training will cover electronic crimes, sex crimes, post-blast investigations and investigations of sexual- and gender-based violence. ■

About ILEAs

International Law Enforcement Academies (ILEAs) train police officers to maintain social order while respecting and upholding civil and human rights. The ILEA initiative is a multinational effort organized by the United States and 85 countries in Africa, Asia, Europe, and Latin America.

The International Law Enforcement Academy in Thailand

Varin Sachdev

Courtesy of Pornchai Jatuponwpongchai

Royal Thai Police Lieutenant General Chakthip Chaijinda, Commissioner of the Metropolitan Police, at the ILEA in Bangkok.

The International Law Enforcement Academy (ILEA) in Bangkok supports criminal justice institution building in Asia, emphasizes rule of law, and seeks to strength partnerships and cooperation among the law enforcement communities of Asia. The ILEA trains law enforcement officials to handle narcotics, terrorism, and other transnational crimes.

In December 2010, Thai journalist Varin Sachdev interviewed the Royal Thai Police's Commissioner of the Metropolitan Police, Police Lieutenant General Chakthip Chaijinda, about his ILEA training. He also spoke with ILEA's program director, Alfred S. Czerski Jr., and ILEA trainer, Kevin Blair of the U.S. Drug Enforcement Agency.

What is your current responsibility?

I am the commissioner of the Metropolitan Police Bureau, the highest office in the bureau. Terrorism and bombings are the biggest challenges that come with the job title. I'm sure you've been hearing a lot about the bombings in Bangkok recently, causing damage and death to innocent victims. We haven't been able to find out beforehand where and when the blasts will be triggered. Bombing cases are the most difficult and challenging to resolve, but we've been improving. We've installed closed-circuit television, for instance. As commissioner of the Bangkok Metropolitan Police Bureau, I've have been involved in investigating all the bombing incidents.

What course did you take at ILEA?

I took "Post Blast" which had about 20 students

in the class; most of the class were police officers from other countries. ILEA offers a variety of courses but I was totally committed to taking this one because terrorism affects our daily lives, especially suicide bombings or time bombings as [they are] known in the Middle East.

I attended the class in 2003 and have been recommending the "Post Blast" course to my peers and subordinates.

How long is the course?

Two weeks. There are both lectures and very intensive field studies. I liked it because it was new and challenging. I can apply the knowledge at the Metropolitan Police Bureau. After completing the class work, I was sent to a base down south where bombings were frequent and they had more experience in applying the lessons in real-life situations.

Instructors at ILEA are great.

What were your expectations before and after taking the course?

I went in with zero knowledge about bombings or the post-blast experience. There are lots of techniques used by the terrorists and they keep changing, challenging the authorities with new tricks, trying to stay ahead of law enforcement. The instructors teach you all the techniques to protect yourself.

Any last thoughts for those who are considering taking courses at ILEA?

I strongly suggest they take the "Post Blast" course and add more students if the budget allows, as terrorists are here to stay. Highest security is the only way we can guarantee safety. ■

In Their Own Words

Kevin Blair
Unit Chief
DEA Office of International Training

Courtesy of Pornchai Jatuponwpongchai

ILEA instructor Kevin Blair.

Drugs are a problem all over the world so this region is no different than any other region. The participants in class acknowledge the drug problems in their countries. They're looking for more options so they can do their jobs better. And we're looking at options to see how we can help them do their jobs better also.

Alfred S. Czerski Jr.
Program Director
International Law Enforcement Academy

Courtesy of Pornchai Jatuponwpongchai

ILEA Administrator Alfred S. Czerski Jr.

It's very unique having participants from all these different countries together, trying to build relationships and at the same time, share their knowledge with each other ... That's probably the most effective way to build these relationships.

Policing the Police

Citizens Encourage Ethical Policing

Samuel Walker and Andrea Lorenz

© Corbis

At a National Night Out block party in Austin, Texas, police officers greet citizens.

Dr. Samuel Walker is an emeritus professor of criminal justice at the University of Nebraska at Omaha and an author of numerous reports and articles on police accountability, citizen oversight of the police, and other aspects of criminal justice policy. Two of his published books are The New World of Police Accountability *and* Police Accountability: The Role of Citizen Oversight.

Andrea Lorenz is a journalist living in Austin, Texas.

People worldwide recognize the name Rodney King. Even though the videotaped incident in which Los Angeles Police Department officers beat King occurred in 1991, his name is still a code word for police misconduct.

What few people know, however, is that the tragic King incident prompted the Los Angeles Sheriff's Department (LASD) to establish what many experts say is the most effective form of citizen oversight of the police in existence. In fact, the way in which the Los Angeles County Board of Supervisors and the Sheriff's Department responded to the Rodney King incident shows that law enforcement agencies and the government bodies they report to can learn from incidents of police misconduct and take steps to correct the policies and practices that allow misconduct to occur.

POSITIVE RESPONSE TO A NEGATIVE INCIDENT

After the Rodney King incident, the Los Angeles County Board of Supervisors and the Sheriff's Department undertook a review of the sheriff's department that closely examined a number of issues, including officer-involved shootings, use of physical force, problem officers, officer training, the internal culture of

© Corbis

A 10-year-old girl is fingerprinted as part of a crime prevention and safety awareness campaign in Texas.

the department, and the need for greater accountability to the public. The resulting report recommended the establishment of a permanent citizen oversight process to enhance public accountability, including an independent body to monitor the sheriff's office. In 1993, the Special Counsel to the Los Angeles Sheriff's Department was created with a full-time staff, marking the birth of the "auditor model" of citizen oversight, one of two kinds of police oversight programs that exist in the United States. (The other model typically involves a part-time, volunteer citizen review board focusing on specific complaints.)

The Special Counsel consists of a team of experts that has full authority to audit and monitor any aspect of the sheriff's department operations. The Special Counsel, which continues today, has issued 29 semi-annual public reports that address the most critical issues related to police accountability: use of force, lawsuits against the department, personnel issues, the management of district stations and innumerable other issues. The Special Counsel's regular monitoring and reporting on civil suits against the sheriff's office has reduced the number of lawsuits against the department and amounts of monetary settlements paid to complainants.

In many cases, the Special Counsel's recommendations have led to changes in department policy, resulting in more ethical and humane policing. For example, in 1993, the Special Counsel looked into the department's canine unit and found that its policies were not consistent with recognized best practices — sheriff's office dogs were trained to bite when they found a suspect rather than bark. The Special Counsel's recommendation resulted in a policy change, reducing the number of people bitten by sheriff's office dogs by 90 percent.

Five years later, the Special Counsel investigated the troubled Century Station, a branch of the sheriff's office located in a high-crime area of the city, because of the high number of officer-involved shootings. It found that a series of bad management practices lay at the root of the problem. After the practices were corrected in accord with the Special Counsel's recommendations to increase the level of supervision and reduce the number of probationary officers in the Station, the number of shootings declined significantly.

In Los Angeles County, the Special Counsel also fostered a culture of openness and accountability within the sheriff's office itself. As a result, the sheriff established the Office of Independent Review in 2001 as an additional internal accountability office that has supplemented the Special Counsel's efforts, doubling the magnitude of public accountability and openness.

CORRECTING THE CAUSES OF MISCONDUCT

The auditor model has proven one of the most effective forms of citizen oversight. In Los Angeles and elsewhere, there are now more than 100 programs that provide citizen oversight of police.

The accomplishments of the Special Counsel illustrate why many experts regard the auditor model of citizen oversight as superior to the traditional civilian review board model. Review boards investigate individual complaints. This approach focuses on the symptoms and ignores the causes of police misconduct. The auditor model focuses on the causes, which often stem from the failure of management to put in place good policies and procedures to govern officer conduct. In this respect, the auditor model plays an important preventive role, and helps to improve the department as a whole.

By focusing on the causes of police misconduct rather than just the problems that arise from bad policies and practices, the auditor model of police oversight plays an important preventive role, and helps to improve police departments as a whole. Thanks to the example set by the Los Angeles Special Counsel, other U.S. jurisdictions that have created auditor models of oversight, including the Seattle Office of Professional Accountability, the Denver Independent Monitor, and the Portland (Oregon) Independent Police Review office. ■

Additional Resources

Publications and websites on Ethical and Effective Policing

BOOKS AND ARTICLES

Baker, Al and Jo Craven McGinty. "NYPD Confidential." *New York Times* (March 26, 2010). *http://www.nytimes.com/2010/03/28/nyregion/28iab.html*

Bayley, David H. *Changing the guard: developing democratic police abroad*. New York , NY: Oxford University Press, 2006.

Colaprete, Frank A. *Internal Investigations: A Practitioner's Approach*. Springfield, IL: Charles C. Thomas, 2007.

Gottschalk, Petter. *Police management: professional integrity in policing*. Hauppauge, N.Y.: Nova Science Publishers, 2010.

Ikerd, Trent and Samuel Walker. *Making Police Reforms Endure: The Keys for Success*. Washington, DC: Department of Justice, 2010. *http://www.cops.usdoj.gov/files/RIC/Publications/e04106264_policereforms_fin.pdf*

International Police Training Journal (Interpol) *http://www.interpol.int/Public/ICPO/corefunctions/Ejournal.asp*

Lynch, Gerald W. *Human Dignity and the Police: Ethics and Integrity in Police Work*. Springfield, IL: Charles C. Thomas, 1999.

Newburn, Tim, ed. *Policing: Key Readings*. Portland, OR: Willan Publishing, 2005.

Prenzler, Tim. *Police corruption: preventing misconduct and maintaining integrity*. Boca Raton, FL: CRC Press, 2009.

Punch, Maurice. *Police Corruption: Deviance, Accountability and Reform in Policing*. Portland, OR: Willan Publishing, 2009.

Wexler, Chuck. *"Good to Great" Policing: Application of Business Management Principles in the Public Sector*. Washington, DC: Police Executive Research Forum, 2007. *http://www.cops.usdoj.gov/files/ric/Publications/good_to_great.pdf*

WEBSITES

Altus Global Alliance: Bibliography on Democratic Policing

Civilian Oversight & Police Accountability
http://www.altus.org/index.php?option=com_content&view=article&id=45&Itemid=64&lang=en#

Evaluating Community Policing
http://www.altus.org/index.php?option=com_content&view=article&id=44&Itemid=64&lang=en#

COPS: Community-Oriented Policing Services, U.S. Dept. of Justice. Resource Information Center.
http://www.cops.usdoj.gov/RIC/ResourceSearch.aspx

This website has current reports on community policing topics.

International Law Enforcement Academies (ILEA)
http://www.fletc.gov/training/programs/international-training-and-technical-assistance-itt/international-law-enforcement-academies

ILEA Bangkok
http://www.ileabangkok.com/

ILEA Gaborone
http://www.ileagaborone.co.bw/

National Association for Civilian Oversight of Law Enforcement (NACOLE)
http://www.nacole.org/resources

This website lists national and international police oversight and accountability organizations.

National Criminal Justice Reference Service
http://www.ncjrs.gov/

NCJRS hosts one of the largest criminal and juvenile justice libraries and databases in the world, the NCJRS Abstracts Database. The collection, with holdings from the early 1970s to the present, contains more than 205,000 publications, reports, articles, and audiovisual products from the United States and around the world. These resources include statistics, research findings, program descriptions, congressional hearing transcripts, and training materials.

Police Executive Research Forum, Critical Issues
http://www.policeforum.org/critical-issues-series/

Current research on the most difficult and important issues facing police departments.

now on facebook

www.facebook.com/ejournalusa

ENGAGING THE WORLD

PUBLISHED IN MULTIPLE LANGUAGES BY
U.S. Department of State, Bureau of International Information Programs