

POLICE PRACTICES REVIEW

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CIVILIAN OVERSIGHT

Northern Ireland Report Notes Reform Progress

The Office of the Oversight Commissioner (OOC) for Northern Ireland recently issued its twelfth report measuring progress in achieving the policing reforms envisioned in the Belfast Agreement of 1998. The Agreement led to the establishment of an Independent Commission on Policing, which made 175 recommendations in 1999 to reform law enforcement in Northern Ireland. The recommendations addressed areas including human rights, accountability, community policing, officer training, and the composition and recruitment of the police force. The Independent Commission recommended the creation of an OOC headed by a Commissioner from another country to signify the office's independence.

Oversight Commissioner Al Hutchinson, former Assistant Commissioner of the Royal Canadian Mounted Police, praised the Police Service of Northern Ireland (PSNI) in the report for its Human Rights Plan, published in 2004, that meets the OOC's standards. The plan expands human rights training for officers, sets forth a code of ethics, and incorporates human rights practices and adherence into performance evaluations of PSNI personnel.

The OOC report noted that all of the institutions recommended for guaranteeing police accountability "are now in place and functioning as intended." The Police Ombudsman for Northern Ireland, considered by the OOC to be "a crucial element of the policing accountability structure," is performing her work professionally and effectively, according to the report. Meanwhile, District Policing Partnerships have been formed in different communities to develop local strategic policing plans and hold regular public meetings. The report did raise concerns about continued threats against and intimidation of

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With the generous support of the Ford Foundation, PARC, in cooperation with monitors, law enforcement executives, civic and government officials, and other interested constituencies, aims to strengthen police oversight so as to advance effective, respectful, and publicly accountable policing.

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Partnership members from “individuals or groups [threatened] by a community linked, publicly accountable Police Service.”

Officer recruitment also showed progress. Recruitment efforts since 2001 have thus far produced over 38,000 applications and given PSNI more qualified candidates than it can hire. “This enhances the ability of the Police Service to appoint only the most highly qualified recruits,” said the report.

PSNI’s training continued to concern the OOC. More than 80 percent of all training is obligatory for officers; this is a large mandatory burden that the report said “diminishes [PSNI’s] ability to adapt rapidly to evolving training needs.” Another area of concern was the slow diversification of PSNI’s civilian staff. From 1999 to 2004, PSNI’s percentage of Catholic staff members rose from 12.3 to 14.4 percent—which the report’s authors note is still far from reflective of Northern Ireland’s population. The full report and information about the OOC can be accessed online at <http://www.oversightcommissioner.org/>.

CONSENT DECREES/ MEMORANDA OF AGREEMENT

Monitor Praises LAPD Audit Division

The Independent Monitor for the City of Los Angeles and Los Angeles Police Department (LAPD) has released the thirteenth quarterly report on compliance with the June 2001 Consent Decree (CD) the City and LAPD entered into with the U.S. Justice Department. Use-of-force documentation, officer and gang-unit supervision, use of confidential informants, risk management, officer training, and LAPD self-auditing are among the issues addressed by the Decree. During the quarter ending September 30, the Monitor examined 55 CD paragraphs or sub-paragraphs, finding the City and LAPD in compliance with 27.

The Monitor gave high marks to the LAPD Audit Division—part of the internal oversight mechanism required by the Decree—for the quality of its audits and for identifying necessary additional audits to be conducted. The Monitor used many of the Division’s own audits and findings to evaluate compliance with CD paragraphs. “The Monitor’s partial reliance on

Audit Division audits this quarter,” said the report, “is evidence of our belief that Audit Division is close to being prepared to handle its oversight responsibilities going forward.”

The LAPD was found in compliance with the paragraph requiring separation of officers who participated in, or witnessed, officer-involved shootings. In five of six incidents during the quarter, officers were “properly separated either at the scene or while being transported to the station” until they had provided statements. The LAPD was also in compliance with the CD’s requirement to have a unit dedicated to conducting administrative investigations of all categorical uses of force; that unit was found to have completed all investigations it reviewed.

As in previous quarters, the Monitor was concerned with LAPD’s computerized early warning system—the Training Evaluation & Management System II (TEAMS II). TEAMS II, which includes four subsidiary data-collection systems, “has, from the inception of the Monitorship, been very much in question,” due to its scope and continuous delays in its implementation. During the quarter, however, TEAMS II progressed, with strides made on the Complaint Management, Risk Management Information, and Use of Force component systems.

Resource constraints at the Office of the Inspector General (OIG) also concerned the Monitor. The OIG provides oversight for the LAPD by, among other duties, reviewing categorical use-of-force investigations, monitoring the Department’s citizen complaint process, conducting audits of non-categorical uses of force and complaints, and evaluating all LAPD self-audits. With the exception of three quarters (out of thirteen), OIG’s reviews of audits have not complied with CD requirements “either from shortcomings in the quality of OIG’s reviews or the failure of the OIG to present its reviews in a timely manner to the Police Commission.” Lack of resources, such as adequate staffing, is a contributing factor, said the Monitor, and has yet to be fully addressed by the City. The full report can be accessed online at http://www.krollworldwide.com/library/lapd/LAPD_Q13_Final_Report_11-15-2004.pdf.

Tenth Report Issued by DC Monitor

The Office of the Independent Monitor (OIM) has issued its tenth quarterly report assessing District of Columbia and Metropolitan Police Department (MPD) compliance with their 2001 Memorandum of Agreement (MOA) entered into with the U.S. Justice Department. The MOA requires reforms in areas including: use-of-force, firearms, and canine policies; incident documentation, investigation, and review; public outreach; and performance management.

According to the MOA, the MPD must develop a use-of-force policy that delineates appropriate types and uses of force. The Monitor noted that the MPD received Justice Department approval for its Use of Force General Order, as well as effectively distributing it and incorporating it into in-service training. The MPD has also remained in compliance with paragraphs relating to use of firearms. The Handling of Service Weapons General Order includes MOA-mandated provisions, and the Department recently issued a special order governing the carrying of weapons by off-duty officers.

One recurring OIM concern is the Department’s Use of Force Incident Report (UFIR). The Memorandum requires that an officer complete a UFIR “immediately after he or she uses force, including the drawing and pointing of a firearm at another person or in such a person’s direction.” The UFIR completion rate during the reporting quarter was about 70 percent, which is an improvement from the previous quarter but “still does not approach the 95% standard that the parties agreed would constitute objective substantial compliance with the MOA.” Of UFIRs completed between January and May 2004—the last time they were reviewed in depth—53.9 percent were missing a supervisor’s signature or findings, and 34.6 percent did not include the date and time the subject officer notified a supervisor about the incident.

The OIM’s report said improvement is also needed in the MPD’s public outreach efforts, which includes semi-annual community meetings in each of the City’s patrol service areas. The Monitor said that notification of meetings in two particular service areas was “spotty at best and not nearly as comprehensive as required under the MOA.” The Monitor recommended that the MPD advertise meetings at least one week in advance and ensure that their times and locations are convenient for community members.

The MPD's canine unit was commended for its compliance with MOA paragraphs that require supervisory approval for deployment. In over 99 percent of deployments during the quarter, canine handlers had either obtained approval or acted under allowed exigent circumstances. The Monitor noted, however, that "nearly half of all canine deployments from January 1, 2004 through August 31, 2004 were authorized by supervisors not affiliated with the canine program," even though the MOA requires that handlers seek authorization from canine unit supervisors. Meanwhile, development of the Personnel Performance Management System—a computerized system to promote accountability, manage risk, and further best practices—continues to remain "at a virtual standstill due to the funding crisis MPD experienced" earlier in 2004. The full OIM report can be accessed online at <http://www.policemonitor.org/041112report.pdf>.

COMMUNITY POLICING

Gun Violence Studied in St. Louis

A new report, released as part of the National Institute of Justice's (NIJ) "Reducing Gun Violence" series, reviews the St. Louis gun recovery program, initiated in 1994, that "appeared destined to become a model community policing initiative." The report on the City's Consent-to-Search program highlights issues faced in design, implementation, and assessment. It also focuses on what can be learned from a problem-solving solution to gun violence.

Born out of an idea raised at a police-community meeting, the Consent-to-Search program tasked officers with targeting homes, identified by police or citizens, in high-crime areas and asking parents of "high-risk youths" (considered at risk for involvement in crime as victims or perpetrators) for permission to conduct searches. "Any guns found were confiscated," said the report's authors, "with no followup prosecution." The report noted the program's success in citizen cooperation, gun confiscation, and accurate targeting of homes to search. Citizens mainly identified the homes to be searched, and of those occupants approached by police, "98 percent consented to a search." Over the course of 18 months, police found guns in half of the homes they searched and seized 510 guns in what the report calls Phase I.

After the police chief who started the Consent-to-Search program resigned, the program entered Phase II. The successor chief shifted the program's emphasis from recovering guns to arresting and prosecuting juvenile offenders who possessed guns. The "no-prosecution" promise was removed from the consent form police presented to home occupants for search and seizure permission, and the number of guns confiscated dropped sharply to 31 over nine months, after which the program was discontinued. Phase III began in January 1999 when the program was reinstated with the "no-prosecution" promise and using officers from Phase I. The third phase included a police partnership with African-American churches to help counsel parents and children in the affected communities, but consent-search targeting "relied primarily on internal police data sources to select juveniles who had been arrested or mentioned in a field incident report." Twenty-nine guns were seized in nine months of Phase III, with consent given 42 percent of the time, a much lower rate than in Phase I. The program was finally terminated in late 1999.

According to the report, the Consent-to-Search program ended for a number of reasons that included: uncommitted leadership at the St. Louis Police Department after the chief who launched the program left; resistance from officers who saw little impact on crime; a lack of training for the Department beyond the unit charged with the searches; and the absence of records and documentation to evaluate methods and results. "Problem-solving policing works best if police take their cues from the community," stated the report; when the program's connection to the community was lost, gun seizures fell below the levels in the first phase. The report recommended that future gun recovery programs build supportive constituencies in departments and communities, give priority to seizing guns over prosecuting youth, establish a referral system with social services, and maintain recordkeeping for evaluation. The report can be accessed online at <http://www.ncjrs.org/pdffiles1/nij/191332.pdf>.

RACIAL PROFILING

Study Describes Public Perception of Seattle PD
The Vera Institute of Justice recently released a study, commissioned by the City of Seattle, "to assess the

public's level of satisfaction with the police department and to identify possible friction points in police-public interactions." Vera surveyed 1,607 Seattle residents (age 18 or older) by telephone. Approximately equal numbers of black, white, Asian, and Latino respondents comprised the survey sample in order "to facilitate comparisons of perceptions and experiences of different racial and ethnic groups." Respondents were asked about their perceptions of the quality of life in their neighborhood; opinions of police effectiveness; opinions of police misconduct; satisfaction with police response to calls for service; satisfaction with police handling of involuntary stops; and satisfaction with the citizen complaint process.

Crime prevention and courteous treatment of residents were areas with the most positive feedback, with 73 percent of all respondents giving the police high marks in each category. The least positive feedback related to police-community cooperation: 52 percent of those surveyed thought police worked well with residents to solve local problems. Responses from black Seattle residents "were uniformly less positive than responses of members of other racial and ethnic groups" across all questions, though researchers did note that majorities of all groups responded positively in response to questions about police effectiveness in Seattle.

There were significant differences among racial and ethnic groups on questions relating to police misconduct. Of black respondents, 76 percent perceived a problem with police stopping people without justification, 78 percent believed the police engaged in racial profiling, and 66 percent believed police engaged in verbal and physical abuse. Significantly smaller percentages of respondents from the other groups expressed concerns about police misconduct, yet more than half of each group's respondents did believe racial profiling was a problem.

Blacks who were stopped were more than twice as likely as members of any other group to report being arrested, searched or frisked, asked what they were doing in a particular area, or having property seized. The report recommended that public perception of misconduct and treatment of different racial and ethnic groups in pedestrian and traffic stops be further investigated. The report can be accessed online at <http://www.cityofseattle.net/police/Publications/Special/VeraInstituteStudy.pdf>.

STANDARDS & TRAINING

Responding to Persons with Aphasia

In the December issue of *The Police Chief* magazine, a scenario is described: A police officer directs heavy traffic past a construction site. The officer notices a woman driver bewildered by the traffic and not moving. He signals to her, but she doesn't move. He approaches her car and explains which way to go; she is still unresponsive. Finally, the driver pulls off to the side of the road after the officer points her there. She struggles to produce her license and registration and responds nonsensically to the officer's questions. The officer doesn't smell alcohol on her breath and suspects possible drug use. She gets frustrated when he asks if she is taking any medication. The driver has aphasia, explains the article.

"Aphasia is an acquired communication disorder that impairs a person's ability to process language, but it does not affect their intelligence," according to the article's authors—Brookfield (CT) Police Department Captain Maureen A. Will and National Aphasia Association Executive Director Joan F. Peters. They explain that the disorder causes a "short circuit" between the ability to think and the ability to use words; a person may have difficulty speaking, understanding, reading, writing, or performing calculations. Police officers are more likely to encounter individuals with aphasia than persons with diseases such as Parkinson's, cerebral palsy, or multiple sclerosis. Many people do not know about aphasia, as it is usually the result of a stroke, brain injury, or brain tumor, but law enforcement personnel may get involved with aphasia sufferers in various situations, "from normal interaction with citizens to traffic stops and crime scene encounters."

Language is the key factor in recognizing aphasia. Officers should listen for difficulty in speaking and comprehension, halted or labored speech, inappropriately applied words, and sentences with words in scrambled order. Additionally, a person may be wearing a blue aphasia button, carrying a special card, or have a sticker on his or her car window or home door. Once officers realize a person has difficulty understanding and communicating, they "need to take their time and be patient, and to use whatever tools, including writing questions, that they

have available to communicate,” write the authors. Other recommended guidelines for officers include:

- Use simple communication and repeated statements;
- Reduce the rate of speech;
- Use a normal voice level and emphasize key words;
- Gesture and employ visual aids;
- Avoid completing a person’s sentences;
- Confirm answers to questions; and
- Turn off competing noises.

Will and Peters note that 9-1-1 calls can make a stressful situation even more so for people with aphasia, who may invert numbers or be unable to provide specific information. Callers who acknowledge they have aphasia should be noted in a police department’s computer system to alert future dispatchers, recommend the authors. Where personnel resources allow, they add, “police officers should always be sent to the residence of the caller to check on the welfare of the party calling.” Information about aphasia can be found online at <http://www.aphasia.org>. *The Police Chief*, December 2004.

Publication Devotes Issue to Police Training

John Jay College of Criminal Justice recently devoted its entire Fall 2004 issue of *Law Enforcement News (LEN)* to police training. The *LEN* issue covers law enforcement training issues, programs, and news. Highlights include articles on virtual training, dealing with mentally ill persons, and identifying victims of human trafficking.

Some law enforcement agencies, *LEN* reports, are incorporating simulators into their cache of training tools. Virtual training can cover situations from racial profiling to use of deadly force. Some instructors say “simulators have become so realistic that officers often forget they are interacting with a video.” One system is F.A.T.S.—Firearms Training Simulator—which can be housed inside a trailer or as a machine that can be disassembled and taken to different departments. F.A.T.S. uses a video screen to present scenarios controlled by instructors, who can escalate or deescalate a scenario depending upon how an officer handles the situation. An attached compressed air gun simulates a fired weapon’s sound and shot trajectories are traced. The training, say instructors, re-emphasizes what officers do all the time.

When engaging mentally ill persons, police in Frederick, MD, provide a glimpse into the future of sensitivity training, says *LEN*. A day-long training session lets officers experience what a schizophrenic person goes through. Officers wear headphones for 40 minutes, reported *LEN*, “and try to read, answer questions or describe a scene as voices nag at them, insult them and whisper curses.” Officers also practice responding to specific situations, learn the names of common psychiatric drugs, and are taught to ask for an individual’s medication bottle for prescription and doctor information.

The City of Seattle has been recognized as a hot spot for human trafficking, with its ports, need for agricultural workers, and proximity to Canada, according to another article in *LEN*. But now, Seattle has a Trafficking Response Team (TRT), made up of prosecutors, local and county law enforcement, and organizations such as the Red Cross. The TRT has interpreters for more than 20 different languages, and officers are urged to contact the team when they identify trafficking victims. During Seattle Police Department roll-call training sessions, a social service agency provides officers with a hot line number and information about victims’ services. The Department teaches officers to ask specific questions of a possible victim: “How did you arrive in the U.S.? What are the conditions and hours of your employment? Can you come and go freely? Is anybody holding your passport or papers?” A Seattle detective on the TRT said identifying trafficking victims is complicated by the fact that many come from countries where law enforcement is viewed with suspicion. *Law Enforcement News*, Fall 2004.

LEGAL AFFAIRS

State Court Felony Convictions on the Rise

In 2002, there were an estimated 1,051,000 felony convictions in state courts, a 20 percent increase over the estimated 872,220 in 1994, according to the Bureau of Justice Statistics (BJS). *Felony Sentences in State Courts* includes findings from a survey conducted biennially that is the country’s “sole source of statistical information on the sentences felons receive in State courts nationwide.” The 2002 data came from a sample of 300 counties selected as representative of national trends.

Not only has the number of felony convictions gone up, but so has the chance that felony arrests for certain crimes will lead to felony convictions. In murder cases, the approximate likelihood of felony arrest leading to felony conviction rose from 65 percent in 1994 to 70 in 2002; in felony robbery cases the conviction likelihood went from 39 percent to 47; in felony aggravated assault cases from 14 percent to 23; in felony burglary cases from 39 percent to 50; and in felony drug trafficking cases from 52 percent to 80.

While convicted persons served, on average, a larger percentage of their sentences in 2002 than in 1994, the average length of ordered sentences shortened. The average felony convict in 1994 received a six-year sentence and—"assuming a person sentenced in 1994 served the fraction of his/her sentence as was typical among persons released in 1994"—served 38 percent of the sentence. The average felon received 4.5 years in 2002, serving 51 percent of the sentence.

Of the estimated 1,051,000 felony convictions in 2002, BJS observed, 18.8 percent were for violent offenses, 30.9 percent for property crimes, and 32.4 percent for drug offenses. More individuals—a total of 212,810—were convicted for drug trafficking offenses than for any other single offense. The full BJS report can be accessed online at <http://www.ojp.usdoj.gov/bjs/pub/pdf/fssc02.pdf>.

NEWS BRIEFS

Audio Technology Frees Officers' Hands

Several police departments in Texas and Florida have begun using a computer program that reduces the time officers must look at their patrol car computers while trying to keep their attention on potential vehicle offenders. After an officer enters a car's license plate or driver's license number into the program, the computer reads aloud the car's description, whether or not it is stolen, and whether or not its registration is current. An alert sounds if the car is stolen or the driver has a record. The program also warns if a car or name is linked by the Department of Homeland Security to possible terrorist activity.

Advanced Public Safety, started by a reserve police officer, not only designed QuickVoice to let officers keep their eyes on the road but also to quicken

information retrieval and improve officer safety. The software reads out critical details, prints tickets, and automatically sends the ticket information to a jurisdiction's court. A newer version of the software—QuickCommand—is fully voice-activated; numbers of licenses or plates are spoken, rather than physically entered, into the computer. *Houston Chronicle*, November 2, 2004; *Orlando Sentinel*, November 28, 2004; *Boca Raton News*, December 9, 2004.

Congress Cuts Program Targeting Gun Crimes

Project Safe Neighborhoods, the U.S. Justice Department's multi-faceted approach to reducing firearm violence, lost direct federal funding when Congress passed a spending bill in late November. The Bush administration had sought \$45 million for the program for fiscal year 2005, according to *The New York Times*. The program's web site states that prior funding was used to hire new federal and state prosecutors, support investigators, provide training, distribute gun-lock safety kits, deter juvenile gun crime, and promote community outreach efforts as well as to support other gun violence reduction strategies. The Justice Department asserted that enforcement of gun laws would not be affected despite the funding cut, but some gun-safety advocates expressed concern that prosecution of illegal gun possession could be jeopardized. <http://www.projectsafeneighborhoods.gov>. *New York Times*, December 2, 2004; *Tennessean*, December 7, 2004.

INTERVIEW

From 1994 until the end of 2004, **Chris Stone** served as director of the Vera Institute of Justice—PARC's parent organization. Vera cooperates with government and public leaders to improve the administration of justice as well as social and safety services. Mr. Stone focused much of his work on the institutional reform of police, prosecution, and public defense services at home and abroad during his tenure as director. He helped found



the Center for Alternative Sentencing and Employment Services (CASES) and the Neighborhood Defender Service of Harlem (NDS). Mr. Stone holds degrees from Harvard College, the Institute of Criminology at Cambridge University, and Yale Law School. Mr. Stone is returning to Harvard as the Guggenheim Professor of the Practice of Criminal Justice at the Kennedy School of Government.

PARC spoke to Chris about his tenure at Vera and his views regarding the state of criminal justice over the past decade.

PARC: *Please describe your professional background and how you came to the Vera Institute of Justice.*

CS: I am a lawyer by training and practiced in Washington, DC, before joining Vera in 1986 to direct its office in London, England. My assignment there was to help in the establishment of England's first national system of public prosecution, which required close collaboration with the police as well as the courts and the central government.

PARC: *When did you become Vera's director and what did you see as the biggest challenges in the criminal justice field then?*

CS: I became director of Vera in 1994. Nationally, violent crime had been stuck at historically high levels for several years and public confidence in the justice system was low. Moreover the longstanding racial inequities in the administration of justice were becoming even more pronounced than in earlier decades. It seemed crucial to me, therefore, that Vera use whatever talent it had to deal thoughtfully and effectively with adolescent violence, to make the justice system worthy of public confidence, and to make the administration of justice more equal across racial and ethnic lines.

PARC: *As an organization, what were Vera's biggest priorities while you were Director?*

CS: Institutionally, Vera had been focused almost exclusively in New York City. Vera's director and senior staff were known in Washington and had excellent reputations, but Vera did not have a strong presence outside of those two places. So, over the last ten years, Vera made it a high priority to communicate the meaning of our work in New York more powerfully to national and international audiences. We also built a series of national programs and we greatly expanded Vera's longstanding international work. The creation of PARC, which Vera spearheaded, fit nicely within that agenda.

PARC: *Could you explain how Vera allies itself with government agencies on various projects? What are some examples of successful Vera collaborations with government, and why were those successful?*

"The delivery of justice is, I believe, an inherently public function. Government agencies, not private companies, must be responsible for the administration of justice.... Vera does not undertake public advocacy, but instead works with government officials to help strengthen their efforts—to make them more effective."

CS: Vera's entire reason for existing is to improve the administration of justice. The delivery of justice is, I believe, an

inherently public function. Government agencies, not private companies, must be responsible for the administration of justice. Some non-profit organizations in this situation decide to play the part of advocates, pressing government agencies to do the right thing. Vera is different. Vera does not undertake public advocacy, but instead works with government officials to help strengthen their efforts—to make them more effective. For example, during my time as director Vera launched the Citizens Jury Project to work with the New York State Courts to make the experience of jury service more enjoyable and rewarding. We also worked with the city, state, and federal governments to test a service for the family members around drug addicts who come within the criminal justice system. In both cases, the government agencies continued to support and fund those projects after Vera finished its start-up role, and that's a pretty good sign that those projects were creating public value.

PARC: *What work has Vera done in relation to policing in the U.S.?*

CS: Vera has worked on issues of policing almost since its first days in the early 1960s. In New York City, Vera helped improve the system of police bail, Vera designed and operated New York City's Community Police Officer Program in the 1980s, and Vera worked on the technology that helped precinct commanders prepare for the famous CompStat meetings in the 1990s. Those are only three examples of dozens of projects—large and small—that Vera has done with the New York Police Department. And Vera's researchers have worked with police departments across the country on issues like citizen satisfaction and community policing.

PARC: *What were your concerns regarding policing and accountability that led you to help to create the Police Assessment Resource Center (PARC)? What role do you see PARC playing today in the field of police oversight?*

CS: Two sets of concerns led us to create PARC. First, the late 1990s saw a great convergence in the interest of police managers, police unions, and civil rights organizations. All of them wanted more professional, more respectful policing that could reduce crime while building public confidence and respect. And those three constituencies were speaking to each other. Merrick Bobb and I met in those conversations, and we were just two individuals among many who thought it was important that there be vehicles to continue those exchanges of ideas. Second, the 1990s also saw the Justice Department acquire a new kind of authority to intervene in police departments that consistently violated the rights of civilians. Instead of merely being able to prosecute individual police officers who violated the rights of civilians, the Justice Department gained the authority to sue local governments over a "pattern or practice" of illegal conduct, and these were usually settled amicably with consent decrees. It seemed important to us that there be non-governmental institutions committed to the success of those consent decrees.

"I think that police are increasingly comfortable being accountable. Of course, in any democracy the police must be accountable to the citizenry, but that kind of accountability is often hard on those who feel that everyone is second-guessing their judgments.... I don't claim that they like it, but I think there is greater acceptance of its necessity."

PARC: *What are the most significant changes—positive or negative—you have noted regarding police professionalism during the last ten years?*

CS: I think community policing has become mainstream. I think police professionalism has continued to spread. And I think that police are increasingly comfortable being accountable. Of course, in any democracy the police must be accountable to the citizenry, but that kind of accountability is often hard on those who feel that everyone is second-guessing their judgments. In the last ten years, I think that police agencies have grown used to that kind of scrutiny. I don't claim that they like it, but I think there is greater acceptance of its necessity.

PARC: *What is your opinion about the federal "pattern or practice" powers that have been in place for the past decade?*

CS: I think the pattern and practice authority of

the Justice Department is a huge step forward from reliance by the Justice Department solely on the authority to prosecute individual police officers for wrongdoing. This is a constructive response. But to make it work, monitoring has to be effective, and the feds have to get out when they say that they are going to leave. If cities and states think they can avoid complying with these consent decrees, the cases will drag on beyond public tolerance and the apparent authority conferred by the statute will prove empty.

PARC: *Are there things you think the U.S. Justice Department, local prosecutors, or city and police officials should do immediately to improve police behavior and accountability?*

CS: Invite the public to participate more fully in the oversight and monitoring of the police. The police chiefs who did the best during the crises surrounding racial profiling in the 1990s were those that invited the community representatives into the citadel. Even if the patterns of apparent racial profiling persisted, the collaboration between police and community

groups, like that in San Diego, made continued progress possible. Law enforcement professionals often discount the contribution that community participation can make.

PARC: *Would you tell us about Vera's research in Pittsburgh regarding community and police impressions of the federal "pattern or practice" consent decree that had been in place there until September 2002?*

CS: There are lots of important findings in that research, but one of the most significant is that depolicing was more rhetoric than reality. Almost everyone we interviewed believed there had been depolicing, but in almost all categories, enforcement was stronger and officers were more active than before the decree. That was a happy surprise to find.

PARC: *What is Altus and why was it created? Would you describe some of its activities?*

CS: Altus is simply a way that Vera and other organizations like Vera in other countries can work together in a more global world. Vera can't afford to work on issues like police monitoring everywhere in the world, but there are important lessons to be learned from other countries. There are also many countries that could benefit from the lessons we are learning in the United States. Altus is an alliance among six non-profit institutes and academic centers that should allow our work to reach a wider audience and allow our staff to learn from a wider range of experience. Vera's partners in Altus are based in Russia, India, Nigeria, Chile, and Brazil, and the Altus secretariat is in the Netherlands.

PARC: *Do you think U.S. law enforcement agencies have something to learn from other countries' policing approaches? What do you think they should teach to other countries about policing?*

CS: Every profession has something to learn from work in other countries, and policing is no exception. Consider the issue of less lethal weaponry. We have

such limited experience with most less lethal weapons systems in the United States, yet police departments and oversight agencies have to make decisions about their use every day. We can make those decisions with a lot more evidence if we expand our frame of reference globally. As far as lessons to teach others, I think that the most useful lessons to share are the ones you learn through failure. No one likes to listen to Americans insist that we know best, but people everywhere are impressed when we can talk about mistakes we have made and lessons we have learned from them.

PARC: *What do you see as emerging issues of concern in policing in the U.S. today?*

CS: There are many, but I think immigration, less lethal weaponry, and the technology of surveillance

are among the most significant. Take immigration. With the huge amount of immigration into the United States in the last two decades, police departments almost everywhere are dealing with a broader array of cultures, national

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identities, languages, and competing religious communities. We have been lucky in the United States that most communities of recent immigrants have been relatively peaceful and law abiding, but police agencies need to be getting to know and learning to serve these communities now. Departments need to collect data on language and national origin for the same reason that they collect data on race and ethnicity, and with the same safeguards. In short, we must prepare ourselves to police an even more diverse society. That will be a challenge for police oversight organizations as well, and I doubt that most of them are paying enough attention to issues of language access, cross-cultural outreach, and analysis of complaints that detects patterns for specific immigrant groups.

PARC: *What are you most proud of having accomplished as director of the Vera Institute of Justice?*

CS: My greatest source of satisfaction from my time at Vera has been the people Vera has been able to attract. It has been a real privilege to work with people inside Vera as well as the government partners who join us in project after project. Not only are they smart, creative, and committed, they are also fun, respectful, and sensitive. Shakespeare and Plato—both geniuses—had very different answers to questions of justice, but they both understood that justice depends on people, not rules. Getting the rules right is helpful, but the people are what really matter. Vera has been extraordinarily lucky in the people it has attracted.

PARC: *Would you describe your new job at the Kennedy School of Government at Harvard University?*

CS: My new job is also about people. At Vera, I had to count on the people we hired to know what to do to get the job done. We had a lot of work to do, and we were not a training institution. But I always wished we could do more basic training, and now I will get a chance to do that. I'll be teaching students of public policy, and I'll be writing for national and international audiences of practitioners, policy makers, and interested citizens. But all of it is designed to develop the talent that can then go on to improve the actual administration of justice, here in the United States as well as in other countries. The students there are a real mix: recent college graduates mixed with seasoned practitioners. The NYPD sends one or more of its smartest cops there every year, and some of them rise to the top jobs in law enforcement nationally. Ray Kelly was one of those NYPD Kennedy School students years ago, and I expect I'll have a chance to work with several future Ray Kelly's in my time there.

I also expect I'll get a chance to learn a lot of new things at Harvard. I was a student there in college 30 years ago, and it was the most stimulating intellectual environment I have ever known. If I can help a new generation of students and future reformers feel the kind of excitement that I felt there as a student, that alone would be tremendously satisfying.

CONFERENCES & MEETINGS

January 24-26, 2005 – Americans For Effective Law Enforcement, Jail and Prisoner Legal Issues, Las Vegas, NV. Online at <http://www.aele.org/>

January 31-February 2, 2005 – American Jail Association, Objective Jail Classification: Design and Implementation, Reno/Sparks, NV. Online at <http://www.corrections.com/aja/index.shtml>

February 17-19, 2005 – Western Society of Criminology, 32nd Annual Conference, Honolulu, HI. Online at <http://www.sonoma.edu/cja/wsc/wscmain.html>

February 21-26, 2005 – American Academy of Forensic Sciences, 57th Annual Meeting, New Orleans, LA. Online at <http://www.aafs.org/>

March 2-5, 2005 – National Sheriffs' Association, Mid-Winter Meeting, Washington, DC. Online at <http://www.sheriffs.org/>

March 14-16, 2005 – Americans For Effective Law Enforcement, Critical Incident Response: Management and Legal Liability, Las Vegas, NV. Online at <http://www.aele.org/>

March 14-19, 2005 – Academy of Criminal Justice Sciences, Annual Conference, Chicago, IL. Online at <http://www.acjs.org/>

March 16-19, 2005 – Commission on Accreditation for Law Enforcement Agencies, Spring Conference, Birmingham, AL. Online at <http://www.calea.org/>