NACOLE – South by Southwest!

Austin Conference set for October 31 to November 3, 2009

By Sacheen Yates

THE CITY OF AUSTIN AND THE Office of the Police Monitor (OPM) are excited to host the 2009 NACOLE Conference, “Focusing on the Future.” Local businesses, elected officials, social justice organizations and schools of higher education all supported the OPM’s pursuit of Austin as the site of the 2009 NACOLE conference.

Austin Police Chief Art Acevedo has expressed his personal commitment to support the conference as well.

The 2009 NACOLE Conference begins on Halloween – a big event in Austin, marked by parades and costume parties throughout the city. The OPM is committed to identifying after-hours conference activities and entertainment that highlight this awesome city. Known as the “Live Music Capital of the World,” live performances can be found in Austin at nearly 200 different venues on any given evening. The Austin music scene encompasses all varieties and styles of music and is known for the biggest and best music festivals, including South by Southwest and Austin City

NACOLE Adopts Qualification Standards For Oversight Practitioners

Hiring guidelines lend credibility to the review process

By Jayson Wechter

NACOLE HAS TAKEN ANOTHER significant step towards enhancing the credibility of civilian oversight by adopting suggested qualification standards for oversight practitioners and recommended orientation and training for board, committee and commission members.

These materials (available on the NACOLE website) can help new and established oversight entities create effective training and orientation programs. They offer a list of suggested education, experience, knowledge, skills and abilities that can be used when creating job descriptions and evaluating applicants for positions such as oversight investigators, supervisory investigators and executives.

The qualification standards describe the types of prior experience and attributes investigators and executives should possess in order to perform their challenging work successfully.

Investigator standards include sophisticated analytical and written communication skills, as well as the ability and versatility to become proficient in subject areas ranging...
POLICE ACCOUNTABILITY ISSUES are as widespread and as relevant today as they have been throughout modern American history.

- In Oakland, California, the shooting of an unarmed man by a subway transit officer, which is captured on cell phone videos by several bystanders, prompts outrage around the nation and a call for oversight.

- More than two dozen officer-involved shootings in Jacksonville, Florida, cause many in the city’s African-American community to press for citizen oversight of the police.

- City and county law enforcement agencies throughout the United States face scrutiny as they increasingly check the immigration status of suspects stopped or arrested for infractions and criminal offenses.

- The San Jose Police Department’s practice of arresting large numbers of people, primarily Latinos, under California’s public-intoxication law, leads to questions concerning possible “attitude arrests” and unequal enforcement of the law.

- Violence committed by some veterans of the Iraq War upon their return to the United States focuses attention on how returning service members who become police officers will carry out their law enforcement duties.

What is the thread connecting these seemingly disparate issues? Whether we, as police oversight professionals, grapple with new issues involving immigration checks or returning Iraq War veterans, or deal with perennial concerns about officer-involved shootings or the harassment of minority groups, the public’s confidence in law enforcement will frequently be at stake. As we know from our experiences, citizen oversight can enhance police accountability and lead to more trust in the police.

Varying oversight models throughout the country have developed best practices to address the challenges within their jurisdictions. No one particular model has a monopoly on the best way to limit the abuse of police power. Whether the police conduct that our respective agencies are charged with investigating or monitoring involves the use of force or other types of potential misconduct, our mission is essentially the same: to achieve greater police accountability and to improve policing.

Beyond investigating or reviewing individual allegations of police misconduct, citizen oversight offices can bring about systemic change through policy recommendations that address recruitment, hiring, training and supervisory issues.

By serving as a clearinghouse of information and a forum for the exchange of best practices, as well as by providing technical assistance, NACOLE is dedicated to promoting greater police accountability through the improvement of existing independent police oversight bodies and the creation of new agencies.

Existing agencies have long relied on NACOLE’s resources and extensive network of knowledgeable professionals to improve oversight operations. To this end, the NACOLE board of directors is busy planning our next annual training conference in Austin. Various board committees are also furthering the work of NACOLE and supporting police oversight in other ways, including the development of training and professional standards in the field.

And, throughout the year, new content will be added to NACOLE’s newly designed website that users will find helpful and practical.

Beyond tending to the needs of agencies that are up and running, we are equally committed to encouraging the creation of oversight where it has never existed before. As recent news accounts show, whether it is controversial officer-involved shootings or unfair, heavy-handed law-enforcement tactics, the public often clamors for oversight when tragedy strikes. NACOLE is uniquely poised to offer concrete solutions and technical assistance when communities are seeking out information and debating what oversight might look like.

In order to build our capacity to meet these needs in the future, NACOLE, through its board of directors, will be stepping up its efforts in 2009 to obtain grant funding. This will permit the organization to eventually hire staff to provide a fuller range of services to the growing oversight community.

The NACOLE board of directors has laid out an ambitious agenda. In carrying out our duties, I am privileged to work with the talented, energetic and dedicated group that comprises my ten fellow board members. And with the assistance of many of you from the wider NACOLE community who give generously of your time to volunteer on committees and who bring rich and diverse experiences to the table, there is every reason to believe that, in the months and years ahead, our organization will have a greater national impact in improving policing and instilling greater confidence in the police.

Philip K. Eure is the president of NACOLE. He is also the executive director of the Office of Police Complaints in Washington, D.C. ■

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In Memory of Justice Kevin Haugh

by Barbara Attard and Charles Reynolds

NACOLE MEMBERS ARE SADDENED BY THE SUDDEN death on January 29, 2009, of Justice Kevin Haugh of the Garda Síochána Ombudsman Commission, Dublin, Ireland. Justice Haugh was a loyal NACOLE member and regular conference participant.

In 2006 Justice Haugh was appointed as the first Chairman of the Garda Síochána Ombudsman Commission, the body established to handle complaints made by members of the public against members of the police force. At the time of his death he was close to completing his term as Chairman and was due to return to the bench. Justice Haugh had a distinguished career: he served as the Chairman of the Mining Board, was an elected member of the Bar Council (the body responsible for the maintenance of standards for barristers in Ireland) and was a member of the United Nations Administrative Council.

Justice Haugh attended the 2006 NACOLE conference in Boise just after he was appointed and was a presenter at the 2008 NACOLE Cincinnati conference. Justice Haugh’s untimely death at age 64 was a shock to the oversight community.

Judge Haugh’s, his good humor and contributions to NACOLE and policing will be missed. May this good and honorable man rest in peace.

Barbara Attard is a NACOLE past president and current board member. Charles Reynolds is NACOLE’s secretary.
CACOLE Update

After Successful Conference in ’08, CACOLE Sets Its Sights on Ottawa in ’09

by Luauna Selman

CACOLE’S 2008 CONFERENCE “Best Practices and Other Lessons in Oversight” held in Regina, Saskatchewan, focused on the current status of civilian oversight in Canada and in other countries. Panelists, respected in their fields of expertise, focused on contemporary issues such as the Role of Oversight in Use of Force; Dealing with the Code of Silence and the Blue Wall; and Comparative Models of Civilian Oversight – All Are Not Created Equal.

Civilian oversight has come under close scrutiny in Canada recently. Federal and provincial inquiries have produced strong recommendations ranging from crafting stronger powers for existing agencies to creating independent agencies and special investigative units to investigate incidents or complaints arising from “police involved” serious injury or death cases and other sensitive police cases.

CACOLE’S 2009 Conference “Civilian Oversight of Law Enforcement – Where is it Going? Where Should it be Going?” will provide insight into both the historical roots of civilian oversight in Canada and its future prospects.

Set against the backdrop of Ottawa, Canada’s capital city and one of the most beautiful capitals in the world, this conference will examine ways in which civilian oversight can be made more effective; provide an opportunity for exploring a variety of systems and approaches in both Canada and other countries; and offer networking opportunities for delegates to exchange experiences, make comparisons and identify areas for developing and improving their own systems.

The conference will be hosted at the Ottawa Marriot Hotel, located just steps away from the nation’s Parliament Buildings, June 8, 9, 10, 2009. Ottawa’s mild June weather will make visiting this city located on the banks of the magnificent Ottawa, Rideau and Gatineau Rivers an event to remember.

Luauna Selman is the executive director of CACOLE For more information about the Canadian Association for Civilian Oversight of Law Enforcement, go to www.cacole.ca

Book review:

‘Police Ethics: The Corruption of Noble Cause’

Book reveals situations that lead to compromising of ethical standards

by R. Mike Worley

Most officers join the police profession with recognition of the nobility of the principles of police work. When asked why they became police officers, many will answer “because I want to help and protect people.” This is not a cliché, but an expression of the belief system shared by many of the men and women attracted to the police profession.

In “Police Ethics: The Corruption of Noble Cause,” John Crank and Michael Caldero describe a deviation from these honored principles. “The book provides an examination of how it emerges as a fundamental principle of police ethics, and how it can provide the basis for corruption.”

Police officers often complain that they are in a bind. The legal system constrains/defines the means by which the police accomplish their duties; officers feel caught between a system which places limitations on their actions and may conflict with their personally held moral values. In response they choose to tackle a problem with an “ends-orientation” of eliminating “bad people” or “bad actions,” no matter the means. The problem arises when officers no longer follow the law and department procedures, and instead justify illegal tactics with the professed expectation (or explanation) that the outcome will be just.

For example, an officer may use illegal means to arrest a “bad guy” or to solve a serious neighborhood problem. This behavior is justified in the minds of officers as protecting “good” citizens in the face of roadblocks put up by police policymakers, lawmakers or courts to thwart such protection.

Following the rule of law, the internal affairs investigator and the civilian review practitioner must look at each situation from the perspective of the use of proper and legal procedures—regardless of the purported intent of the involved officer.

“Developing their work from a broad scholarly and professional base, the authors challenge contemporary views of the police on topics such as hiring procedures, public order policing, police discretion, and fundamental ethical problems that underlie police work.”

R. Mike Worley, a former police chief, is a consultant in the area of policy review and internal investigations. (Adapted from “Police Internal Affairs: Organization, Management and Investigations” by R. Mike Worley. Scheduled for publication by LRIS, Portland, OR April 2009)

1 Lexis-Nexis Store Website
2 Ibid.
The Cincinnati Conference Experience

Highly praised gathering drew attendees from throughout the United States and abroad

By Eduardo I. Diaz

The Fourteenth Annual NACOLE Conference held in Cincinnati last September was a great success! Excellent team work on the part of the local Planning Committee led by Kenneth Glenn, the Director of the Cincinnati Citizen Complaint Authority; the hard working volunteer NACOLE board members; our industrious and innovative conference coordinator, Cameron McEllhiney; and the support and participation of you, our fellow oversight practitioners made the conference informative and inspiring. Thank you!

In spite of tough financial times, 192 delegates attended from 71 cities in 9 countries. This included 14 international delegates from the Republic of Ireland, Nigeria, South Africa, Belgium, Northern Ireland, Australia, Canada, and Jamaica.

The feedback received from participants was consistently very positive. Session content was rich and relevant to newcomers to the field as well as seasoned veterans of oversight.

The luncheon keynote speech by Judge Susan J. Dlott, of the U.S. District Court for the Southern District of Ohio, reminded conference attendees that civilian oversight functions are conducted by a broad range of professionals and community volunteers who share a commitment to justice. She was a wonderful speaker; her sincere empathy for others and sense of community was readily evident. Her historical sketch of the six year implementation of the two agreements on police-community relations and law enforcement practices in Cincinnati highlighted her managerial and amazing people skills—which appeared as important as her legal background in completing this task. The process and successful outcome of the collaborative agreement helped to motivate NACOLE to hold the conference in Cincinnati; lessons learned became a topic area for conference sessions.

This conference featured 19 sessions ranging from “Police Perpetrated Domestic Violence” to “Improving Oversight in Jails & Prisons,” to “Tactical Review of Force Incidents.” We were pleased to offer specific training sessions and continuing legal education credits again this year.

A new tradition was started—opening the conference with model specific roundtable discussions. Separate meetings were held for boards and commissions, auditors, those involved in agency/investigative models of oversight and international delegates. These sessions enabled attendees to connect early in the conference with other practitioners in their specific field.

It was refreshing to visit a city in which there is a willingness of law enforcement leadership to partner with civilian oversight leadership to enhance police/community relations. NACOLE appreciates the contributions of Police Chief Thomas H. Streicher, Jr. and members of the Cincinnati police force to the conference.

A Personal Note:

I am very comfortable settling into my new role of past president and am looking forward to the dynamic leadership of NACOLE President Phil Eure. The new board is made up of hard-working committed colleagues. I am confident that our 2009 NACOLE conference in Austin, “Focusing on the Future” will be a great one. See you there!

Eduardo I Diaz is NACOLE’s immediate past president and the Executive Director of the Miami-Dade County Independent Review Panel.
Limits. Conference guests can expect to hear live music performed by excellent local talent. Conference panels and topics of discussion will be educational, comprehensive and thought provoking. Recent events in Austin will help spur the dialogue—to include Department of Justice investigative findings and recommendations relative to the APD, a revised investigative process for the Internal Affairs Division of the APD, and an updated disciplinary matrix. The results of these changes, as well as the results of the DOJ investigation, should be in place by the time of the 2009 NACOLE conference and will be a springboard for dialogue.

The OPM has established agreements with local vendors to ensure that conference attendees enjoy Austin outside, the Austinite way. Austin’s moderate climate lends itself to outdoor activities such as hiking, biking, swimming, bird watching, kayaking and year-round golf. Austin is marked by rolling hills and wide-open landscapes. A network of parks and lakes surround the City of Austin. “Ladybird Lake,” a reservoir on the Colorado River adjacent to the conference hotel, traverses downtown and offers a unique hike and bike trail for all to enjoy. The OPM and the Austin Police Department (APD) will host daily walks and runs on the trail.

Downtown Austin is pedestrian, bike and wheelchair friendly. Conference guests will have easy access to Austin’s downtown entertainment district using the Capital Metro bus and the City of Austin’s free trolley service. Also available for a nominal fee are pedicab services. Austin’s entertainment district offers culturally rich and ethnically diverse neighborhoods, restaurants, shops and history. Austin also prides itself as an environmentally friendly city. Austin is an award-winning city for green-building and energy conservation. The 2009 NACOLE Conference will be “green” and will incorporate the latest technology to minimize paper, printing and waste.

We look forward to your visit and the 2009 NACOLE Conference in Austin, Texas!

Sachen Yates is a compliance specialist in the Office of the Austin Police Monitor.

“Standards,” Continued from page 1

from case law on search and seizure, to research on perception, recollection and reaction response time, to cultural awareness and sensitivity.

Standards for oversight agency executive directors, auditors and monitors include at least four years experience in public or private administration or the practice of law, creative leadership, recognized objectivity and integrity and a strong passion for community relations.

Law enforcement agencies could potentially use these materials when choosing and training internal affairs investigators. Skills such as the ability to conduct objective and independent investigations, to communicate tactfully with individuals from a wide variety of cultural and socio-economic backgrounds, and to use initiative and ingenuity in collecting information are important in all complaint investigations, whether conducted by civilians or sworn personnel.

The NACOLE Professional Standards Committee conducted an extensive review of standards and training at existing oversight agencies and incorporated input from a survey distributed to all NACOLE members in creating these materials.

Jayson Wechter is a NACOLE board member, a co-chair of the Professional Standards Committee and an investigator at the San Francisco Office of Citizen Complaints.

NACOLE SPONSORSHIP OPPORTUNITIES

NACOLE relies on sponsorships, in-kind donations and other support in addition to conference registration fees to produce successful annual conferences. We encourage our members and supporters to consider this opportunity to make a tax-deductible donation to help ensure the success of the upcoming conference in Austin, TX.

Please contact Cameron McEllhiney for more information about the benefits of sponsorship at CammeS@aol.com.
“Minneapolis,” Continued from page 3

The CRA and the IAU cross-reference complaints to avoid duplicate investigations of citizen-initiated complaints.

Once a complaint is forwarded to investigators, investigators arrange and conduct interviews of officers and citizens, gather evidence, review policies and case law, draft investigative summaries, and make adjudication recommendations to the board. Officers are under an obligation to comply with CRA requests and failure to comply may be deemed misconduct for which discipline may be imposed. Officers are allowed to have representation present during the agency interviews. Upon completion of an investigation, the manager reviews the complaint file and forwards the file to the board for a hearing.

Making adjudications is one of the primary functions of the CRA Board. Board members sit in panels of three to hear citizen complaints. Hearing panel members are responsible for reviewing hearing files prior to the hearings. After the conclusion of hearings, the panels issue decisions on the allegations contained in the complaints. Complaints with sustained allegations are forwarded to the chief of police for a disciplinary decision.

The chief of police may request the CRA board to overturn a sustained hearing panel decision. To do so the chief must present a factual or legal basis to support the change in finding.

Mediation

Approximately 30% of the complaints received at CRA are referred to mediation. The original mediation program was voluntary; however, in 2003, mediation became mandatory if referred by the manager. The CRA manager must review every complaint for mediation.

If a complaint is selected for mediation, the officer and citizen must participate in mediation. If the officer fails to participate in mediation, the officer’s action is considered misconduct for which discipline may be imposed. If the citizen fails to participate in mediation, the complaint may be dismissed. Both parties are under an obligation to participate in good faith. Trained third-party mediators assist the parties in trying to resolve the complaint. Mediation is confidential. The mediation discussion is not considered in any subsequent action that may follow a failed mediation. A significant challenge to mandatory mediation is overcoming officer and citizen reluctance to meet with the other party.

Other Agency Features

- In 2006, CRA stakeholders agreed to establish a committee, Police Accountability Coordinating Committee (PACC), to meet monthly to address issues related to the efficient operation of the CRA. This was a major accomplishment. The PACC forum allows the partners to strengthen and maintain communication and internal accountability with each other as a matter of course.
- The CRA manager and board chair make regular presentations to MPD Police Academy recruit classes and Minneapolis Citizen’s Academy classes.

Major Issues Facing the CRA

A. Confidentiality Issues

Since 1991, a CRA hearing panel’s determination of findings was considered a status and was released to the public. Over the years, the general public, civil and criminal attorneys, media, and police watchdog groups have requested the public portions of CRA officer records, which included all hearing panel determinations. The individual aggrieved citizen notified of the hearing panel’s determination in order to consider whether to file for a reconsideration of the complaint.

In May 2007, in response to a Police Officers Federation of Minneapolis request, the City Attorney’s Office advised the CRA that it could no longer release the sustained status of CRA complaints unless discipline had been imposed and the discipline had survived the appeals process. In July 2008, the Minnesota Department of Administration issued an opinion advising the City Attorney that the CRA’s release of the sustained and not sustained hearing panel decisions and the fact that a complaint had been referred to the chief for discipline violated the Minnesota Data Practices Act.

Complainants and the public are now barred from learning of sustained complaints against police officers, in some cases for years. In cases where the police department declines to discipline an officer, the complainant and public would never know how the CRA hearing panel addressed the complaint. This negatively impacts the transparency of the CRA and police discipline processes. CRA sustained complaints and resulting decisions by the Chief to discipline officers or not will be unavailable to members of the community.

At this time, the Minneapolis City Council is faced with changing the CRA ordinance to conform to the Department of Administration’s opinion or finding another way to open the process to conformance with the state statute.

B. Police Federation Challenge to CRA Authority

The Police Federation filed a lawsuit against the city demanding the city name a person who would have the authority to overturn or amend the citizen board’s decisions, removing the citizen board as the final arbiter of CRA complaints. The city prevailed on the lawsuit; however, the Police Federation indicated that it planned to appeal.

In recent developments, the CRA has been included in discussions to explore the feasibility of negotiating sustained CRA complaints in which the police chief decided not to impose discipline against an officer.

C. Threatened Agency Funding

The current economic situation has induced Minneapolis policy makers to evaluate necessity of civilian oversight and the effectiveness of the CRA. Questions are being asked as to whether an improved MPD internal affairs unit would be of equal benefit to members of the public. The CRA staff and board have argued to the Department of Civil Rights and policy makers the importance of independent oversight in instilling community confidence and have cited the historical commitment Minneapolis has had to police accountability. At this time, the CRA is in position to keep its funding for the remainder of 2009. However, the state and local economic forecasts for 2010 may present additional challenges to the agency.

For additional information about the Minneapolis Civilian Police Review Authority, including statistical reports, visit our website: www.ci.minneapolis.mn.us/cra.

Samuel L. Reid II is the Civilian Police Review Authority Manager.

NACOLE Assists

Did you know that NACOLE assists by providing technical assistance and advice to jurisdictions and others that are considering the creation or reinvigoration of organizations in their communities dedicated to citizen oversight of the police? Find out how NACOLE can help by contacting us at www.nacole.org
We hope that you will join us for the 15th Annual NACOLE Conference: FOCUSING ON THE FUTURE

October 31 – November 3, 2009
Hyatt Regency Austin
Austin, Texas

A conference schedule and registration are now available at www.nacole.org.

Please visit our website this spring and summer for conference updates.