



CACOLE

The Canadian Association for Civilian Oversight of Law Enforcement
L'association Canadienne de Surveillance Civile du Maintien de L'ordre

March 2005

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PRESIDENT'S MESSAGE

A small working group of the Board of Directors met in Ottawa on February 2nd to begin planning the 2005 conference scheduled for October 3 to 5 at the Marriott Chateau Champlain in downtown Montreal. Mark those dates on your calendar and plan on joining us!

The conference theme for 2005 is **CURRENT ISSUES IN POLICE ACCOUNTABILITY** and will cover a variety of topical issues in the field of civilian oversight and police governance. You'll find a summary of conference session topics on page 3 and a registration form on page 4.

For the first time in many years, we have had to increase the delegate registration fee to \$500. The increase will partially compensate for increased costs of conference accommodations, simultaneous translation, printing, meals, etc. One of our objectives continues to be to ensure that the educational and professional development aspects are informative and engaging. We have been successful in the past and we are currently contacting pro-

spective speakers whom we feel will address this year's session topics with energy and insight.

An updated Compendium of Oversight Agencies is now available at www.cacole.ca and can be found under the *Resource Library tab*. Check back regularly for other CACOLE updates. On the international front, we continue to build relationships with key oversight agencies in the United States, Great Britain and Northern Ireland, Europe and Africa.

The world of civilian oversight is never static. I am pleased to announce two new CACOLE Board members, Donna Shelley, QC and Kimberly Armstrong, LLB, both from Alberta. You'll find biographies on page two.

Finally, it is with great regret that we bid adieu to long time CACOLE members, Paul Monty and Philippe Rabot, both of whom will be moving on to new appointments and new challenges. We congratulate Paul and Philippe and wish them well.

Announcements



Paul Monty, Commissaire à la déontologie policière and CACOLE Past President, has been appointed as Deputy

Attorney General and Associate Deputy Minister in charge of Prosecutions, at the Ministry of Justice. Mr. Monty assumed his new duties as Director of Prosecutions in Quebec, effective March 16th.

During his years as President, Paul was a frequent speaker at conferences in North America and abroad. He has been instrumental in building CQACOLE as a national or-

ganization of oversight agencies and in rebuilding CACOLE's presence on the international scene. We will miss his wisdom, insight and leadership.

The nomination of **Philippe Rabot**, currently Chair of the RCMP External Review Committee, has been forwarded to the Standing Committee on Human Resources, Skills Development,

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Social Development and the Status of Persons with Disabilities. Once the nomination is approved, Mr. Rabot will become Commissioner of the Canada Pension Plan (CPP) / Old Age Security (OAS) Review Tribunal.

Mr. Rabot is another long-time member of CACOLE and a staunch supporter of civilian oversight. He has been active in the Council of Canadian Administrative Tribunals and serves as Secretary as well as being a member of their Board of Directors.

CACOLE Welcomes...

Donna L. Shelley, Q.C., Chair of the Law Enforcement Review Board (LERB) of Alberta, is a partner with the law firm McLennan Ross LLP in Edmonton, practicing primarily in the area of corporate commercial law. She has extensive experience in administrative law, having served as a member of various quasi-judicial tribunals since 1990.

As a former member of the Edmonton Court of Revision and a current member of the Municipal Government Board of Alberta, Ms. Shelley had adjudicated many appeals related to property assessment and planning matters. As a member of the Citizen's Appeal Panels, she has heard appeals under the Social Development Act, the Assured Income for Severely Handicapped Act and the Seniors' Benefit Act.

Ms. Shelley has acted as a sessional lecturer at the Faculty of Extension and, since 1994, has been an instructor in the Bar Admission

courses for the Legal Education Society of Alberta.

She has presented papers at, chaired panels of, or made presentations to a variety of organizations and conferences, including the Law Society of Alberta and the Canadian Bar Association. Ms. Shelley is actively involved in a number of charitable and community organizations, including the Rotary Club of Edmonton.

Kimberly Armstrong received her B.A.H. in Political Studies from Queen's University in 1990. She then attended Osgoode Hall Law School and received her L.L.B. in 1993. She clerked with the Alberta Court of Appeal and then finished her law articles with Milner Fenerty. She continued to work for Milner Fenerty, practicing in the areas of securities litigation, defamation and insurance litigation until 1997. In 1997, she joined the Edmonton Police Service as a Legal Advisor.

In 2002, Kimberly was promoted to the position of Manager in Charge of Legal Services Branch. The Legal Services Branch is comprised of Internal Affairs Section, Legal Advisors' Section and Freedom of Information and Protection of Privacy Unit.

Henry Kostuck — Interim Chairperson, Military Police Complaints Commission

Mr. Kostuck, from Orleans, Ontario, enjoyed an outstanding career with the Ontario Provincial Police (OPP), which he joined in 1956. During his more than 30 years with the OPP, he served in a number of senior positions, including Chief Superintendent and Head, Field Operations Division in Toronto, a position he held until his retirement in 1988.

After his retirement and prior to his appointment to the MPCC, Mr. Kostuck served as an Investigator and Special Advisor to the Commission for Public Complaints Against the RCMP.

Edmonton Police Service Hosts Internal Affairs Roundtable, February 16-18th

Over 70 delegates from six provinces representing over 10 different law enforcement organizations attended. They heard presentations on case studies relating to several significant IA investigations, some of which involved wiretaps, surveillance and sting operations, an update on legal issues, Excited Delirium deaths and managing troubled employees. Calgary Police Service will host the 2006 Roundtable.

The Canadian Association for Civilian Oversight of Law Enforcement (CACOLE)

CONFERENCE 2005
CURRENT ISSUES IN POLICE ACCOUNTABILITY

Dates: Conference sessions starting at noon Monday, October 3rd to Wednesday afternoon, October 5th
Annual General Meeting and Election of Officers – Thursday, October 6th

Location: Montreal Marriott Chateau Champlain
1050 de la Gauchetiere West, Montreal, Quebec.
Phone: (514) 878-9000, Fax: (514) 878-6761, toll free: 800-200-5909.
Hotel Registration deadline: September 3rd.

Registration: \$500.00 (includes opening reception, breaks and lunches).

Note: Delegates and speakers are asked to make their own accommodations and travel arrangements.

Session topics:

- **Police Officer Codes of Ethics**
- **Developments in First Nations Police Governance**
- **Use of Force & Less Than Lethal Options – Implications for Oversight**
- **Oversight in Selected Jurisdictions – Manitoba, Saskatchewan, New Brunswick, Newfoundland & Labrador**
- **Parallel Complaint and Litigation Processes – Fairness, Balance & Justice Considerations**
- **Relationships Between Reviewers and the Reviewed – Perceptions, Mindsets and the Impact of Oversight**
- **National Security, Civil Liberties and Police Powers**
- **Alternate Dispute Resolution Case Study - the Quebec Experience**
- **Overview of International Oversight Initiatives**

This professional development, networking and educational opportunity will be of interest to those involved in civilian oversight including: members of federal, provincial, municipal and First Nations police boards and commissions; police and other enforcement personnel in complaints handling, internal affairs and professional standards units; other administrative agencies such as Ombudsmen, human rights, civil libertarians, academics and international organizations; police associations and government officials.

You'll find resource material from past conferences as well as information on civilian oversight in Canada and oversight links, etc. Conference planning updates and **detailed registration information will be posted shortly.**

Email us at info@cacole.ca or visit the CACOLE web site at www.cacole.ca

CACOLE Conference 2005
CURRENT ISSUES IN POLICE ACCOUNTABILITY



Montreal Marriott Chateau Champlain
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CACOLE Conference 2005 - Registration Form	
Conference <i>Registration</i> : \$500.00 (includes opening reception, breaks and lunches). Amount enclosed: \$	Cheque <input type="checkbox"/> Money Order
Title (Ms., S/Sgt., Dr.):	Name of delegate:
Position:	
Agency/Organization/Unit:	
Organization web site:	
Full Mailing Address: PO Box:	
	Postal Code:
Telephone number:	Fax number:
Email address:	
Administrative contact name, telephone number and email:	
Invoice required in advance: Yes: No:	

Complete one (1) Registration Form for each delegate. Please send your registration form along with a cheque or money order for \$500.00 in Canadian Funds for each delegate, payable to: CACOLE CONFERENCE 2005. Mail to: Hyacinthe Miller, CACOLE Executive Director, Box 52, Sharon, Ontario, L0G 1V0. Fax # 905-478-7371.

Note: Please email cacoleadmin@rogers.com if you require a receipt *in advance* of requisitioning payment for your registration. Official receipts will be provided when delegates register in Montreal, Quebec.

Requests for cancellations should be submitted in writing (email or fax). Refunds will NOT be issued for cancellations received later than September 18, 2005; however, the registration fee will be credited to 2006 or another representative can be substituted.

GIVE AND TAKE *by Peter A. Tinsley*

On November 7, 2004 Dirk Ryneveld, QC, Police Complaints Commissioner for British Columbia and Peter Tinsley, former director of Ontario's Special Investigations Unit, traveled to Portugal at the invitation of Antonio Rodrigues Maximiano, Inspector called "The Police at the Citizens' Service".



P. Tinsley, A.R. Maximiano & D. Ryneveld in Portugal

The seminar, organized by the Inspector General's Office for the police forces of Portugal, was held in two sessions, the first in the northern city of Oporto and the second in Lisbon. Both events were attended by capacity audiences of approximately 250 senior and middle ranked officers, and included the Minister of the Interior.

We presented our views on 21st century demands on policing services and the Canadian experience with civilian oversight. The question period provided a very real sense of *déjà vu*: some attendees were constrained from questioning by the rigid hierarchy of their police organizations while others challenged with inquiries heard in similar forums in Canada such as "How can civilians judge the work of police officers? If a complaint is not upheld, is action taken against the complainant?" Many things are simply the same the world over, but others can be very different!

While Mssrs. Ryneveld and Tinsley's objective was to

contribute to the Portuguese seminar, they also came away with many lessons learned. Foremost was that Portugal has a dynamic and effective mechanism for civilian oversight embodied in the Inspector General's office; one that operates both in a regulatory and advisory fashion to promote high standards amongst the approximately fifty thousand members of its police services. Mr. Maximiano counts as one of the successes of his nine-year tenure the elimination of on-duty consumption of alcohol, not through edict but by education and persuasion to voluntary acceptance of a change that ran counter to historical/cultural norms.

In a similar vein, we learned that this year's seminar was part of an annual series of international conferences convened by the Inspector General to address issues of concern -- events that are obviously well attended and which deliver messages taken seriously (the papers presented are subsequently published for wider dissemination and study).

For example, the November 2003 conference, at which six international as well as other local speakers presented, focused on "The Use of Firearms by Police Officers", a subject made topical by a rise in firearms related deaths. On January 3, 2005, Inspector General Maximiano issued his first "Decision" for the new year in which he was able to compliment Portugal's police officers for fully respecting human rights/the right to life and making use of their firearms only with scrupulous compliance with the Constitution of the Portuguese Republic and other domestic laws and international conventions.

Notably, 2004 was the first year since the creation of the Inspector General's Office in 1996 in which no deaths occurred as a consequence of the use of firearms by police officers, an event that Mr. Maximiano attributed to ongoing efforts to change the police culture regarding the use of such weapons.

In the business of civilian oversight and ensuring that police services comply with community expectations and standards, clearly there is no one model or technique that is perfect and/or serves all purposes. As learning is most efficiently done at the expense of others, Mssrs. Ryneveld and Tinsley felt they left Portugal in the Inspector General's debt for the lessons about his innovative approach.

SELECTED BIBLIOGRAPHY

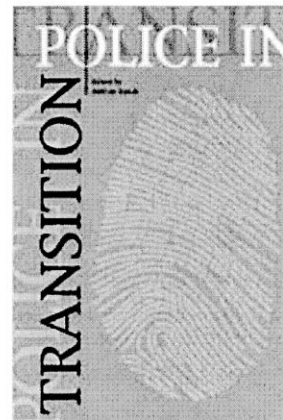
Police in Transition

Edited by András Kádár, Hungarian Helsinki Committee

The police forces of the transition countries in Central and Eastern Europe have to undergo profound reform to be able to respond to the needs of society; to serve the public and not just the government, and to prove that they can effectively combat crime.

This volume is the result of a survey by the Hungarian Helsinki Committee concerning the mode and extent of changes police forces of the post-communist countries have undergone since 1989 – 1990. Information is provided about the relevant tasks, organization, personnel, accountability, and international relations of the national police forces and about the coercive measures they are entitled to use.

Written by internationally acknowledged experts of policing and representatives of human-rights organizations, *Police in Transition* deals with the questions of transition, European trends in the governance of the police, the relationship between police and criminality, the role of the police in the constitutional framework, the limits of policing, police brutality, civilian oversight of the police and the possibilities of a democratic reform of police forces in Central and Eastern Europe.



*This title is available as an e-book from netLibrary.—
www.netLibrary.com.*

Building Public Confidence in Police Through Civilian Oversight

Emma Phillips and Jennifer Trone, Vera Institute of Justice, New York, USA

In both new and more mature democratic societies, citizens are putting increased pressure on police not only to control crime but also to treat everyone they contact fairly and with respect. This paper explores the different ways that citizens can monitor and shape law enforcement practices, and the challenges of that work. It captures issues discussed at an international meeting on civilian oversight of police held in Los Angeles in May 2002. That meeting brought together police officials from Brazil, the Czech Republic, India, Indonesia, Kenya, Nigeria, Peru, Russia, South Africa, and the United States and those who oversee their work from elsewhere within government and from non-governmental organizations.

The paper begins with a look at why civilian oversight arises, moves on to consider some of the tensions and competing interests related to crafting an appropriate role for civilian overseers, and ends with discussions about how overseers can maintain independence and objectivity while collaborating with police and the need to hold themselves accountable.

Available for download from: www.vera.org/publications/publications_5.asp?publication_id=177

Turning Necessity into Virtue: Pittsburgh's Experience with a Federal Consent Decree, *Robert C. Davis, Christopher W. Ortiz, Nicole J. Henderson, Joel Miller, and Michelle K. Massie, Vera Institute of Justice*

In 1997, the U.S. Justice Department for the first time used its power to sue a city over a "pattern or practice" of policing that violated federal law or the U.S. Constitution. The department entered into a five-year consent decree with the city of Pittsburgh, Pennsylvania, that police officials and civil rights groups generally view as a success in terms of increasing police accountability and improving officer training. This report examines specific elements of the Pittsburgh experience that helped to bring the police department into compliance with the decree, such as a strong implementation committee and an early-warning system that could identify officers in need of corrective supervision, and highlights issues that require continued attention, such as community relations and employee morale.

Download from: www.vera.org/publications/publications_5.asp?publication_id=180

Reassuring the public – a review of international policing interventions

Delivering reassurance to the public has become a major challenge for British policing. Discussions about reassurance, typified by references to the 'reassurance gap' between public perceptions of rising crime and actual crime statistics that point to a fall over several years, have expanded recently to include a complex and diverse range of topics. These have included feelings of safety, satisfaction with the policing provided and confidence in the police.

In spite of the term's popularity, there remains no agreed and consistently applied definition of the concept of reassurance. Instead it has come to mean a number of different things to policy makers, practitioners and academics alike. This review of existing research seeks to make a constructive contribution to clarifying the reassurance challenge. The review involved clarification of the concept of reassurance and the identification of its key elements. The study also provides a comprehensive review of interventions designed to address the key constituents of reassurance and how effective they were in achieving their intended outcomes. The findings from this review will therefore be relevant to both policy makers and practitioners involved in either developing or implementing future interventions in this challenging area.

Dr Lawrence Singer, Programme Director, Policing Effectiveness Programme

Review of National Police Oversight Models

PARC selected 30 oversight mechanisms that are described in detail in the appendices to this report. Models discussed in the report were chosen either because of their comparability to Eugene or to provide as complete a picture of the different forms of oversight presently in operation around the country. Some models discussed are considered quite effective; others are included for the sake of completeness, even though they are not satisfying many in their communities. Police Assessment Resource Center, February 2005. www.parc.info



Altus unites six well-established organizations and more than 200 professionals working in different languages, cultures, and legal traditions into a uniquely powerful global alliance for justice.

Altus is a global alliance working across continents and from a multicultural perspective to improve public safety and justice.

In April 2004, six established NGOs and academic centers joined together to form a unique alliance called Altus. With members spanning five continents, Altus offers a truly global perspective on issues of safety and justice, a greater capacity to work across borders, and a larger role for civil society in advancing justice.

Altus members are distinguished by their close work with government to study social problems and explore new ways of delivering justice—collaborations that produce practical reforms of benefit to ordinary people. Drawing on the knowledge and resources of the member organizations, Altus helps public officials identify or develop empirically tested models of respectful policing, quality legal services for the poor, and other good practices that fit local needs. Altus also helps NGOs around the world work more effectively with government and

play a larger role in shaping rights-conscious solutions to problems of injustice.

For scholars, Altus offers a new body of comparative knowledge about safety and justice as well as cross-cultural research methods and tools. And for donors, Altus provides an efficient vehicle to connect visionaries and reformers around the world and make progress on issues of global importance.

To share knowledge, tools, and advice globally, Altus maintains this multilingual web site, has staff based in each member organization who represent that region, and operates a small central office in The Hague—which also connects the growing field of international criminal law with the needs of individuals for access to justice where they live.

Twenty years ago, practical reform of justice systems rarely crossed geographic and political boundaries, and solutions could not transcend differences between civil and common law traditions. Today those boundaries are evaporating. The Altus members formed an alliance because commonalities in the delivery of justice in countries around the world today are already more important than the differences, and because greater justice anywhere can spur change around the world.

Civilian Oversight of Police

Excerpt from Bibliography on Democratic Policing, Altus Global Alliance

Civilian oversight involves people from outside the police holding law enforcement accountable for their actions, policies, and organization. Such independent oversight can be an effective way to reveal, investigate, and resolve complaints of police misconduct; to foster public confidence in law enforcement; and to fulfill the democratic ideal that citizens should exercise some control over the state. The Altus Bibliography on Democratic Policing includes many references to books and articles on civilian oversight of police. A complete list of those publications follows this brief introduction to the topic that explores how human rights advocates, the public, political leaders, and police each play a role in creating and sustaining civilian oversight (Miller 2002).

In the United States, a country with thousands of independent police agencies, the history of civilian oversight is inextricably tied to the rise of the civil rights movement. Today activists and reformers continue to demand unbiased policing free of brutality and intimidation and the creation of independent review boards to stimulate and document progress toward those goals (Walker 2001).

Similarly, a network of activists in the state of São Paulo, Brazil, successfully advocated for the creation of the Ouvidoria de Polícia (Police Ombudsman) following several well-publicized deaths in police custody (Novak 1995, Neild in Goldsmith and Lewis 2000, and Lemgruber 2002). Later on, Ouvidorias were established in several other Brazilian states. In contrast, the narrow focus of Argentine NGOs on

seeking redress for past military crimes may partly account for that country's weak mechanisms for monitoring police (Neild in Goldsmith and Lewis, 2000).

Public support also plays a crucial role. Outrage following the television broadcast of Los Angeles police officers severely beating motorist Rodney King was instrumental in building a case for civilian oversight of police in that city (Los Angeles Board of Police Commissioners 1996). Similarly, a campaign led by the family of Stephen Lawrence—a black murder victim whose death was not properly investigated by the police—gained widespread public support and resulted in the creation of the Independent Complaints Commission in Great Britain (MacPherson 1999).

NGOs and the general public are likely to press for civilian oversight of law enforcement during a country's transition from repressive to democratic rule, as was the case in Nigeria (Jemibewon 2001). Lawmakers there established the Police Service Commission and gave it the power to punish police misconduct and also to reward good police performance (Philips and Trone 2002). Similarly, the governments of Northern Ireland, South Africa, and El Salvador supported the creation of civilian oversight agencies in the 1990s as part of the peace processes underway in these nations (Perez 2000 and Neild in Goldsmith and Lewis 2000).

But politics and public support can just as easily go the other way, however. In Colombia, the oversight agency established in 1993 during the presidency of César Gaviria Trujillo was closed by his successor, Ernesto Samper Pizano, who was less

sympathetic to the office (Goldsmith in Goldsmith and Lewis 2000). Voters in New York City decided to dismantle the Civilian Complaint Review Board in 1966 following a campaign by the police union that played on racial tensions and peoples' fear of crime (Walker 2001).

Finally, as the previous example illustrates, the police themselves have considerable influence on whether civilian oversight bodies are established and whether they succeed (Miller 2002). The police officers' union in Philadelphia campaigned against that city's Police Advisory Board, and the board was dismantled in 1969 (Walker 2001). And around the world, civilian oversight bodies often have trouble breaking through the infamous "code of silence" and getting police to cooperate with their investigations (Walker 2001 and Manby in Goldsmith and Lewis 2000).

On the other hand, the Sheriff of Los Angeles County did not fight the appointment of a Special Counsel to oversee his department. And the police union in San Francisco did not oppose a ballot measure to create the Office of Citizen Complaints (Walker 2001).

In established as well as emerging democracies, police are accountable to many groups for many different things (Stone and Bobb 2002). Civilian oversight is one important mechanism through which that accountability can be fostered.

www.altus.org

NACOLE Conference 2004 Report

George V. Wright, Commissioner, Law Enforcement Review Agency (Manitoba)

The National Association for Civilian Oversight of Law Enforcement (NACOLE), established in May 1995, supports information sharing among the oversight community and the general public in the United States through conferences, newsletters, training and dissemination of news and academic articles. CACOLE and NACOLE have formed an alliance to facilitate networking and communications across North America.

Paul Monty, CACOLE Past President and I had the pleasure of representing CACOLE at the 10th annual NACOLE conference held October 17-20, 2004 in Chicago, IL. The 150 delegates from the US, Canada and several other countries included civilian oversight practitioners, representatives of boards and commissions, police management, elected officials, attorneys, researchers, business people, civil rights leaders and advocates, community volunteers and students. The conference also provided opportunities for delegates to share experiences and best practices, learn from one other and reinforce their commitment to civilian oversight.

The conference theme was "Civilian Oversight in Policing: Respect & Serve". Workshops, engaging presentations and panels featured excellent speakers and panelists who came from diverse professions and backgrounds.

Sessions included: *Evaluating the officer-involved shooting, Evaluating Search & Sei-*

zure Issues, Police Spying and Intelligence Gathering, The Role of Force Policies in critical incidents: lessons from Los Angeles, Best Investigative Practices I & II, Wrongful Convictions, Evaluating Claims of False Arrest & Harassment, Dealing With the Cold Case, Federal Intervention: Consent Decrees and Oversight: Tales of Several Cities, Crowd Control: Tools for Handling Unique Challenges in Assessing Deployment and Conducting Investigations, Police Ethics, Politics of Unions and Communities, Police Review Boards and Commissions: Support and Development for Successful Oversight in Today's Politically Charged Environment, Civilian Oversight as a Risk Management Tool.

Several Canadian oversight agencies provided brochures, annual reports and other material for distribution and this material was well received by delegates. I extended greeting from CACOLE's President and board of directors. Paul and I congratulated NACOLE President Malvina Montiero and NACOLE's board of directors for an excellent conference.

Information about NACOLE is available on their web site at www.nacole.org



Ethics Training in Law Enforcement

A report by the Ethics Training Subcommittee of the IACP Ad Hoc Committee on Police Image and Ethics

Our Greatest Need

Ethics is our greatest training and leadership need today and into the next century. In addition to the fact that most departments do not conduct ethics training, nothing is more devastating to individual departments and our entire profession than uncovered scandals or discovered acts of officer misconduct and unethical behavior. The effects of unethical acts and behavior take many forms.

One of the more detrimental consequences of unethical behavior is the subjecting of an agency to civil litigation. Litigation now comes in many forms: excessive use of force, racial discrimination, sexual discrimination, age discrimination, religious discrimination and sexual harassment suits. Violations of civil rights under Titles 18 and 42 are becoming too commonplace. Defending against such allegations both drains an organization financially and has a long-term reputation effect—in many cases, stigmatizing the agency forever.

These forms of civil litigation are more than tempting to the media; they are irresistible. The negative publicity generated is devastating, regardless of the type of employer. A single incident of unethical behavior can take you from one of the most-admired agencies to one of the least-respected, literally overnight.

Another reason is the personal consequences individual supervisors suffer. Simply being in the "chain of command" when substantial misconduct is discovered can literally destroy a career. When a scandal hits, heads will roll. Many supervisors lose their jobs or are demoted. Others are more fortunate by retaining their jobs, but may never be promoted again. Many of the violations that resulted in disciplinary actions or terminations were due to supervisory omissions or failure to take appropriate actions when dealing with acts of unethical conduct.

Professional destruction through termination does not end with these leaders. Finding one's name or picture on television or the focus of a newspaper story about corruption is an overwhelming public humiliation for any officer and his family; even if later exonerated, he can never recover. The stigma of association resulting from an allegation of unethical behavior lasts forever, even into one's personal life. For officers who lose their jobs, the future is bleak, to say the least. Many times, unemployment com-

Few employers would want to hire someone fired for being unethical. Without an income, domestic problems arise, often leading to divorce or separation and complicating an already strained and stressful situation.

Each year, considerably more officers commit suicide than are murdered. Many times, these suicides are a result of officers' failure to deal with unethical acts in which they were personally or summarily involved. Thus, by preventing unethical acts, you will be literally saving the lives of fellow officers.

Executive summary: Ethics must immediately become a major focus of law enforcement's in-service training efforts. Departments should conduct internal ethics training in two fundamental ways:

1. provide mandatory annual ethical dilemma simulation training, and
2. Require that instructors of each training topic address the ethical perspective of the topic they are presenting.

Reasoning for recommendation: Ethics training must become a component of all internal instruction. Taking advantage of current ethics training techniques and tools can assist and enhance in-service ethics training. The neglect of in-service ethics training has frequently been present when employee misconduct occurred.

Comments

In order to have a viable and effective integrity and ethics impact within a police organization, it is critical that an integrity and ethics emphasis be infused into an agency's policy and procedure, training, supervision and accountability systems. This integrity and ethics infusion should have generic and specific applications. It should be generic in that certain integrity and ethics principles are applicable to all personnel in every assignment and at every level within the agency. It should be specific in that there are unique integrity and ethics applications to each assignment and position in a police agency.

For more detail, see the complete report at: <http://web.archive.org/web/20010620062511/http://theiacp.org/pubinfo/Pubs/ethictrain.htm>

POLICE OVERSIGHT COMMISSIONER WELCOMES GOVERNMENT ANNOUNCEMENT

Replying to the announcement by the Secretary of State Paul Murphy, regarding an extended two-year term for the Oversight Commissioner for Policing Reform, Oversight Commissioner Al Hutchinson commented: "I am pleased that the Government continues to demonstrate its support for this important work, and that our mandate has been extended one last time. This will allow us to substantially complete the monitoring of the implementation of policing reforms recommended by the Independent Commission on Policing for Northern Ireland (the Patten Commission)." Commenting on the pace of the policing reforms in Northern Ireland, Mr. Hutchinson noted: "As our twelve published reports clearly show, the pace and degree of policing change that has occurred in a brief 3½ year period is truly remarkable. This would not have occurred without the commitment and energy of the agencies involved, primarily the Police Service of Northern Ireland, the Policing Board and the Police Ombudsman." 28February 2005

The Continuum of Compromise

In this article, the authors explain the "continuum of compromise" (Gilmartin & Harris, 1995). It is a framework for understanding and teaching how the transition from "honest cop" to "compromised officer" can occur. Law enforcement agencies can help prepare their officers for the ethical challenges they will face during their careers. However, that will require changing the way this topic is approached by the organization and teaching and integrating the information throughout the organization.

Officers live and work in a constantly changing and dynamically social context in which they are exposed to a myriad of ethical conflicts. When either unprepared or unaware, officers are more likely to "go with the flow" than they would be if they were adequately prepared to face potentially ethical risks. Everyday, officers practice mental preparation as it relates to tactical situations. Officers who are mentally prepared to face a lethal encounter are more likely to be successful than officers who are tactically proficient but mentally unprepared. Just like lethal encounters, ethical dilemmas occur at the most inopportune times, frequently without warning and with little time to stop and think about the situation. When inadequately prepared, even the most honest, above reproach officers can make inappropriate split-second ethical decisions . . . decisions that can result in life changing consequences. If officers are going to survive ethical dilemmas they need to be as mentally prepared as they would be for tactical encounters.

While police work is seductive and exhilarating, it can also lead officers down the path of ethical compromise. The "continuum of compromise" outlines the path of ethical compromise and can be used to help officers understand and mentally prepare for the ethical dilemmas they will face. Understanding the issues and being mentally prepared will help officers assume responsibility for and make more appropriate decisions. Compromising behavior has to be seen as something that can potentially affect all law enforcement officers . . . not just those in "corruption rich" environments. Officers who view compromise or corruption as an "all or none" phenomenon will not see themselves as "at risk." When the potential for compromise is not recognized, officers will see compromise as an unlikely event, training will be viewed as a waste of time and officers will not become mentally prepared. Understanding the continuum of compromise will allow officers to recognize the risks, assess their own potential for compromise and develop an effective strategy to ensure ethical integrity. When teaching ethics the goal must be to develop an understanding of the progression towards compromise and the development of self-monitoring strategies to prevent becoming embroiled in compromising events.

The Continuum of Compromise®

A Perceived Sense of Victimization can lead to the Rationalization & Justification of:

- *Acts of Omission*
- *Acts of Commission - Administrative*
- *Acts of Commission - Criminal*
- *Entitlement verses Accountability*
- *Loyalty verses Integrity*

(Continued on page 12)

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A Perceived Sense of Victimization

Officers frequently develop a perceived sense of victimization over time. Officers typically begin their careers as enthusiastic, highly motivated people. However, when these young officers over-invest in and over-identify with their professional role they will develop a sense of singular-identity based on their job and an increased sense of victimization. At greatest risk are officers whose jobs literally become their lives. For them, "I am a cop" is not just a cliché but rather a way of life. Over-identification and over-investment causes people to link their sense of self to their police role . . . a role they do not control. While this builds camaraderie, it can also cause officers to eventually hate and resent the job they once loved.

While officers have absolute control over their own integrity and professionalism, the rest of their police role is controlled by someone else. Department rules, procedures, policies, equipment, budget allocations, assignments, dress codes, and many other day-to-day and long term activities are controlled by the chief, commanders, supervisors, prosecuting attorneys, the criminal justice system, laws, the courts, politicians, etc. Officers who over-identify with the job soon experience a loss of control over other aspects of their lives. Professional overinvestment, coupled with a loss of personal control puts officers at serious risk . . . a risk, that in some ways is more dangerous than the physical risks they face on the street. "It doesn't matter how guilty you are, but how slick your lawyer is," can become the officer's cynical yet reality-based perception of the legal system. These realities combine with over-investment to develop an "Us versus them" perception in terms of how officers see the world.

The physical risks that officers are exposed to each day require them to see the world as potentially lethal. To survive, they have to develop a "hyper vigilant" (Gilmartin, 1984) mind-set. Hyper vigilance coupled with over-investment leads officers to believe the only person you can really trust is another cop . . . a "real cop" that is, not some "pencil-neck in the administration." While officers first become alienated from the public, they can soon distance themselves from the criminal justice system and finally from their own department administration. "I can handle the morons on the street, I just can't handle the morons in the administration," is often heard among officers. It is ironic how quickly idealism and trust in the administration can change . . . often times even before the first set of uniforms wears out. As a sense of perceived victimization intensifies, officers become more distrusting and resentful of anyone who controls their job role.

At this point, without any conscious awareness and certainly without any unethical intent, unsuspecting officers can begin a journey down the continuum of compromise. As the over-invested officer detaches from non-work related interests or activities, a perceived sense of victimization will increase. Peer groups, friends, co-workers and potentially their entire frame of reference of life begins to change. By itself, feeling like a victim is by no means equivalent to being ethically compromised. However, feeling like a victim (whether real or imagined) is the first stop on the continuum of compromise.

From an article published by: Police Chief Magazine January, 1998 by: Kevin M. Gilmartin, Ph.D.; John (Jack) J. Harris, M.Ed.

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