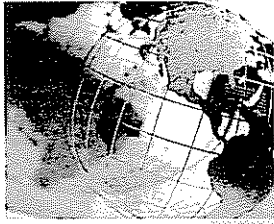


DEMOCRATIC POLICING



Exchange

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Rio NGO Helps Police and Citizens Overcome Mistrust

BY HEATHER WARD

In Rio de Janeiro, a city famous for its violence, 1993 stood out. That year the city experienced a wave of violent crime so severe that even the most jaded residents were shocked. Kidnappings, murders of street children, and a massacre in a *favela*, or slum, provoked public outrage. In response, the Institute of Studies on Religion created Viva Rio, a nongovernmental organization committed to reducing violence in Rio, now sponsored in part by the Ford Foundation.

Viva Rio promotes education and community development. It also focuses on human rights and public safety, areas coordinated by Elizabeth Sussekind, an expert in criminal justice and law who joined Viva Rio in 1994.

As worried as they were about crime, residents of Rio were often reluctant to report it, for fear that police would ignore or even mistreat them, or that criminals would retaliate. Sussekind immediately undertook several projects to allay these fears. For instance, Viva Rio set up the city's first telephone hotline for crime reporting, which citizens can now call to report crime anonymously. Sussekind says that

today, "people know they can report crime safely, which was not true before. The hotline has helped police solve innumerable crimes, particularly kidnappings and large-scale drug sales in the *favelas*." In fact, she notes, it is working so well that some drug traffickers have actually tried to remove public phones from the *favelas* so residents will be unable to call.

An experiment in community policing

Another early project established the first experiment in community policing in Rio de Janeiro, based at a police station in the Copacabana neighborhood. Viva Rio worked with station commanders in developing the program and trained staff in community policing techniques. Officers were assigned to patrol one of six beats, civilian volunteers often accompanied the officers on patrol, a community council met regularly with police officials, and a special neighborhood committee met with police commanders to think through appropriate responses to crime.

Almost immediately, the police and community members gained new appreciation for one another. Sussekind recalls that "the police always knew they were resented by the public, feared, disrespected, and considered corrupt. But from the beginning of the community policing project, we saw that the military and civil police who were involved liked it and felt

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From the beginning of the community policing project, we saw that the military and civil police who were involved liked it and felt rewarded and valued by the civilian participants. As for the residents, they learned about the problems police face and tried to contribute to solutions.

rewarded and valued by the civilian participants. They were interviewed, sought out on the street, called by their names, and asked to intervene in disputes. They were praised by the public. This never would have happened on its own.

“As for the residents,” she continues, “they learned about the problems police face—little outside communication, the rigid hierarchical structure, low salaries, poor facilities, inadequate training—and tried to contribute to solutions.”

Unfortunately, a hard-nosed military commander replaced the city’s police chief and disbanded the program only a year after it began. Nevertheless, its legacy survives through requests Viva Rio receives from some units of the Rio de Janeiro state military police to conduct training, make presentations, and provide legal and social services to poor communities. Other police units have attempted to adopt parts of Viva Rio’s community policing program, with varying success, and many seem interested in the approach and increasingly open to working with NGOs.

Meanwhile, Sussekind and her colleagues have continued their efforts to reduce crime and make citizens feel safer. When 25 of Rio’s *favelas* coalesced around their common concerns about crime, they requested help from Viva Rio, which established 19 Citizens’ Counters (*Balcões de Direitos*). Located in the *favelas*, the counters are staffed by young lawyers and law students who provide free legal assistance, educate residents about their legal rights, and refer them to other public services or government agencies. The counters are financed by Brazil’s Ministry of Justice.

Addressing the concerns of police


Viva Rio has also worked hard to keep crime, violence, police professionalism, and police accountability on the political agenda through research, reports, and conferences. In the summer of 1997, for instance, the airing of several videotapes documenting brutality placed the military police under intense public

scrutiny. Police in 17 states stopped work and staged protests, some of which turned violent. Sussekind and Viva Rio’s director, Rubem César Fernandes, realized that the protests had been fueled in part by police resentment of poor working conditions and pay. In September, they brought together 72 members of military police forces from 11 states to solicit their views on the problems with policing and public safety in Brazil and to hear their ideas for solutions. Representing various ranks and police agencies, and thus outside of each other’s chains of command, the participants were free to speak openly and critically.

The meeting produced a comprehensive list of recommendations. Some were for practical, immediate changes, such as raises, more benefits, and better training. Others were for broader, organizational reforms, such as adoption of professional management practices and reorientation of the police as public service providers. Sussekind says it is difficult to measure the direct impact of the seminar, but that many participants are leading efforts in their states to expand witness protection programs, provide human rights training to police, and launch community policing programs. Moreover, many participants stay in touch and visit their counterparts in other states to share ideas and provide assistance.

Sussekind and her partners at Viva Rio also exchange information and expertise with colleagues in other countries. She is currently a country coordinator for Police in Democratic Societies, a Ford-funded project led by Hugo Frühling of the Center for Development Studies in Santiago, Chile, that is promoting police reform in Chile, Argentina, Brazil, and Peru. In addition to changes in policing strategies and oversight, the project is sure to foster a growing regional network of professionals—like Sussekind—who are honing their expertise in issues of policing and public safety.

Heather Ward is a planner at the Vera Institute of Justice.



Prosecuting Police: Russians and Americans Exchange Ideas At a St. Petersburg Training Seminar

BY MIRIAM AUKERMAN

At a recent Ford-sponsored seminar in St. Petersburg, Oleg Logunov, deputy prosecutor of Pskov, Russia, discussed a case in which police, under pressure to solve a gruesome murder, extracted a confession from a homeless man, who was then convicted. When a second person later confessed to the same crime, investigators discovered that the first confession had been coerced by three days of continuous interrogation and torture.

Another participant, William Burmeister, chief of the Official Corruption Unit of the New York County District Attorney's Office, described how an undercover agent used a camera hidden in a car to capture images of cops stealing money from suspected drug dealers.

In one instance, investigators stumbled on the evidence that pointed to police misconduct; in the other, investigators used sophisticated technology to actively pursue this evidence. Yet in both of the cases prosecutors were confronted with the same three choices. Should they focus only on the particular offense their investigation had uncovered? Should they broaden their investigation against the officers to see if they can uncover additional offenses? Or should they take the broadest approach of all and investigate whether other, senior officers were involved in brutality or corruption?

Dilemmas like this one were the focus of the three-day seminar, Investigation and Prosecution of Misconduct in Law Enforcement, which was organized by the St. Petersburg Law Institute of the

Prosecutor General with a grant from the Ford Foundation's Moscow office.

Difficult prosecutions in both countries


In both countries, prosecuting police misconduct is complex and politically risky work. Prosecutors must persuade police to testify against fellow officers, always a difficult task. Moreover, they are often pressured by supervisors or other politicians to limit the scope of their inquiries.

The seminar brought together about thirty prosecutors, judges, and investigators from several regions of Russia, including senior policy-making officials from the Prosecutor General's Office, which supervises prosecutors across the country. The American side was represented by Burmeister and Thomas Perez, deputy assistant attorney general for civil rights of the U.S. Department of Justice, as well as Christopher Stone and Miriam Aukerman of the Vera Institute of Justice.

Participants described cases, considered their common problems, and discussed options for increasing the effectiveness of prosecutions of police misconduct. Vera will use some of the papers presented at the seminar to produce a case-based teaching manual for Russian prosecutors handling police misconduct issues.

Different contexts

As with any such international dialogue, the differences in the countries' political structures, cultures,



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legal systems, and resources were immediately apparent. Police misconduct and the possibilities for addressing it vary significantly in Russia and the United States.

For example, brutality during interrogation appears to be more widespread in Russia. One participant reported that coerced confessions play a role in approximately half of all convictions, and others suggested that violence may be used to produce confessions from police officials charged with misconduct. On the other hand, Russia prosecutes or disciplines many more officers, often in the context of anticorruption campaigns.

Specific provisions of each country's legal rules also create distinct prosecutorial problems. In Russia, for instance, formal immunity for judges and prosecutors, but not for police, creates a double standard for conduct by law enforcement bodies and complicates the prosecution of corruption cases. Yet Russian prosecutors can employ changes of venue in police trials for reasons that do not normally apply in the United States.

Common Problems

Despite these differences, participants found that they had much to learn from the many problems they shared. These problems included officers' intimate knowledge of the weaknesses in their criminal justice systems, their skill at avoiding detection, and the willingness of judges and juries to believe fanciful defenses out of sympathy for accused members of the police force. In both countries, cops can count on fellow officers to withhold evidence, or even to lie about what they know.

The quality and motivation of investigators are also often in doubt, since prosecutors typically rely on a suspected officer's colleagues to conduct the in-

quiry. Moreover, since legitimate use of force can be an important part of an officer's work, it is often difficult to convince judges or juries that an officer has exceeded acceptable limits.

Prosecutions of police are relatively rare in both countries, so most prosecutors have few, if any, local colleagues who can offer help or advice. As a result, simply knowing that others face similar problems was a source of support for both Russian and American seminar participants, who often feel isolated and unsupported in their efforts to ensure police accountability.

New tools for prosecutors

More important, learning about other techniques and tools, even if they could not be exchanged between the two legal systems, helped participants see their own resources in a new light.

In the absence of a plea bargaining system, for example, Russian prosecutors cannot easily make deals with individual police officers to defeat the corporate allegiance of the police. But other tools in the Russian legal arsenal, such as the weight given to prosecutorial recommendations in sentencing, might meet the same goal: confronting target officers with incriminating evidence in order to persuade them to help investigations and prosecutions of systematic abuses.

In any country, prosecuting police misconduct is exceptionally difficult work. The St. Petersburg seminar provided a much-needed opportunity for Russian and American prosecutors to share their experiences and draw on their colleagues' best ideas for ending police abuse.

Miriam Aukerman is an associate at the Vera Institute of Justice.

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Public Safety: Developments in Policing

For recent Ford grants in this area, see *Grants List*, pp. 10-12. **BRAZIL:** Center for the Study of Violence; **SOUTH AFRICA:** University of Cape Town

MEXICO: Reorganization planned for Mexico City police precincts Mexico City's public safety secretary presented a new public safety program that would reorganize the city's 16 police precincts. The plan would require signed honesty oaths for all personnel, new communication systems and equipment, weekly statistical reports on crime rates broken down by neighborhood, greater local autonomy to design anti-crime strategies, and increased community participation.

InfoLatina, 7 October 1998

POLAND: Plan for FBI-style unit To counter organized crime, Poland plans to set up a nationwide police unit modeled on the FBI. The new unit will be part of a reorganization that will link police more closely to local authorities.

The Orlando Sentinel, 15 October 1998

RUSSIA: Cossacks to supplement police in St. Petersburg Cossacks, historically loyal servants of Russia's czars with a reputation as expert horsemen and merciless killers, are to patrol city parks and assist regular police in fighting crime under a new pilot program in St. Petersburg. Human rights groups criticized the decision, noting that Cossacks earned their fearsome reputation by hounding Jews and other minorities in czarist times.

The Atlanta Journal, 26 July 1998

UNITED STATES: Conference focuses on problem-oriented policing The Police Executive Research Forum (PERF, a national organization of progressive police executives from large city, county, and state law enforcement agencies) and the San Diego Police Department hosted the Ninth Annual International Problem-Oriented Policing (POP) Confer-

ence from October 31-November 3, 1998 in San Diego, California. Practitioners and researchers examined a wide variety of public-safety problems that police officers address through problem-solving methods. Topics included drugs and domestic violence, the role of citizens in POP, and restorative justice. Herman Goldstein of the University of Wisconsin-Madison School of Law, who developed the POP concept, presented the keynote address. For information, visit the PERF web site: <http://www.policeforum.org/index.html>.

Public Safety: State Oversight

ARGENTINA: Public safety plan proposed In April, the federal secretary of internal security presented Congress with a new plan to improve public safety. Its provisions include lowering the legal age of minors from 18 to 16 and increasing sentences for minors, establishing stricter criteria for release from prison, imposing harsher sentences for the illegal possession of firearms, regulating private security agencies, reintroducing some of the police "edicts" (powers to enforce minor offenses) eliminated by recent legislation, and distributing modern police equipment.

Clarín, 20 April 1998

ARGENTINA: Buenos Aires offers witness protection and incentives The Ministry of Security of Buenos Aires province outlined a new witness-protection program that would guarantee a job and a new residence anywhere in the country—but not a change of identity—to witnesses of serious crimes. The plan also offers 5,000-30,000 pesos (equal to U.S. dollars) to witnesses who come forward. The plan is an attempt to increase the province's exceptionally low three percent conviction rate.

Clarín, 25 June 1998

CHILE: Report finds "zero tolerance" policing inappropriate The Chilean Ministry of the Interior has researched whether the "zero tolerance" policing now practiced in New York City is ap-

plicable to Chile. The report, now being reviewed by the government, concludes that the approach is, overall, not practical for Chile. It cited a variety of reasons: Chile has a national, centralized, and militaristic police force, while U.S. police forces are local and decentralized; the New York force increased by two thousand personnel when zero tolerance was introduced, while Chile's *Carabineros* have recently had difficulty recruiting candidates; applying zero-tolerance policing in Chile would require legislation that expands the legal authority of police to detain and interrogate; and the two countries differ too much in available police technology, in addition to cultural and financial circumstances. The report, based on interviews, articles in the Chilean and foreign press, and studies by U.S. experts, explains the origin and characteristics of the zero-tolerance program, credited by many with New York's steady drop in crime over the last four years.

El Mercurio, 28 September 1998

CHILE: Municipalities request accounting of police expenditures

On August 24, 1998, the Chilean Association of Municipalities announced plans to ask the central government to establish measurements for, and methods of reporting, expenditures by both national police forces, the *Carabineros* and the Investigative Police. The president of the association, Gonzalo Duarte, stated that citizens pay for the police with their tax dollars, but they are not satisfied with the services they receive. This measure, he believes, would make police operations more transparent. He also noted that greater municipal-police cooperation would decrease the need for independent, armed municipal police forces, which some communities are now considering.

El Mercurio, 25 August 1998

MEXICO: National police force proposed In April, Interior Minister Francisco Labastida Ochoa proposed the creation of a new national police force. The mission of the new force would be to pursue criminals, many of whom escape state police jurisdiction by crossing into

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other states, leaving criminal investigation to the existing state and federal police forces.

Latin America Weekly Report, 21 April 1998

MEXICO: Interior minister announces anticrime crusade Under pressure from businesses and citizens to halt the rise in crime, Interior Minister Francisco Labastida Ochoa announced the National Crusade Against Crime and Delinquency, a bipartisan plan that would provide US\$380 million towards increasing the number of federal and state police, professionalizing the police by removing corrupt officers, coordinating interagency efforts, revising the police training curriculum, creating five regional police academies, and modernizing anticrime technology throughout the country.

The Boston Globe, 27 August 1998

MEXICO: Chiapas signs on to national public safety system Chiapas became the twentieth state to sign on to President Zedillo's National Public Safety System, a plan to reduce crime throughout the country and reform the public ministry. Chiapas will receive 127.5 million pesos (US\$1.5 million) to develop anticrime measures that include a police professionalization program, salary increases for police, and additional police personnel.

InfoLatina, 20 July 1998

RUSSIA: Constitutional court upholds police on undercover investigations

The Russian Constitutional Court has found the Law on Undercover Investigative Work to be constitutional, with the result that police can continue to regard the results of undercover investigative activity as state secrets. Judges, as before, have the right to authorize undercover investigations without a meeting of the court and without documentation. A Volgograd journalist, who claimed police were blackmailing her with intimate photographs after she sought to expose corruption in the unit, brought the unsuccessful suit.

Kommersant-Daily, 15 July 1998

Public Safety: Civil Society Advancements

For recent Ford grants in this area, see Grants List, pp. 10-12. BRAZIL: Center for the Creation of Popular Images, Center for the Study of Violence, Viva Rio; CHILE: Center for Development Studies; EASTERN EUROPE: Hungarian Helsinki Committee; INDIA: South Asia Rights Documentation Centre, United Nations Development Fund for Women; SOUTH AFRICA: IDASA

CENTRAL AMERICA: IDB forum examines citizen security From June 2-4, the Inter-American Development Bank, in partnership with the government of El Salvador, held a forum on citizen security in Central America, Haiti, and the Dominican Republic in San Salvador. More than five hundred Latin American leaders and experts in this field attended. The sessions focused on social violence as an obstacle to economic and social development.

INDIA: Report on Mumbai riots addresses policing problems Justice B.N. Srikrishna's report on the Mumbai riots in December 1992 and January 1993 was published this summer. It concludes that Mumbai police are demoralized, understaffed, underpaid, and inexperienced. It also points out that area police stations are not staffed with Urdu speakers and that there is no way for them to interact with the minority Muslim community—which might have prevented the rioting.

The Times of India, 8 August 1998

POLAND: Council of Europe praises Polish police In a September 1998 report, the Council of Europe committee investigating violence against detainees praised the work of Polish police officers. While its report cited some cases of detainee beatings and criticized low food supplies at a transit center for foreigners, the council concluded that the conduct of Polish police and the conditions for police detention have improved considerably.

Polish Press Agency News Wire, 24 September 1998

RUSSIA/UKRAINE: Fellowships offered to police Project Harmony (PH), a Vermont-based nonprofit group, offers fellowships for police officers from Russia and Ukraine to travel to the United States for two-month internships with municipal police departments. PH also runs a law-enforcement exchange program that sends delegations from American and Russian or Ukrainian police departments to visit one another. In addition, PH sends American police specialists to the region to provide training in specific techniques such as narcotics detection and bicycle patrol. For information, contact Ed Cronin, tel 508-532-3575; 1-800-545-7734; e-mail: edsue@tiac.net edsue@tiac.net. The web site is <http://www.friends-partners.org/~harmony/prog/leep.html>.

Police Behavior: Developments in Policing

For recent Ford grants in this area, see Grants List, pp. 10-12. BRAZIL: Carioca Institute of Criminology, Legal Assistance Office for Popular Organizations; EASTERN EUROPE: Czech Helsinki Committee, Helsinki Foundation for Human Rights, Women's Rights Center; INDIA: Commonwealth Human Rights Initiative; SOUTH AFRICA: University of Cape Town

INDIA: Calcutta police launch youth outreach program The Calcutta police have launched a series of soccer matches with local neighborhood teams, known as the Friendship Tournament, with the objective of improving the image of the police among young people and building trust. Nearly 450 teams participated. *The Times of India, 4 August 1998*

KENYA: Chief acknowledges police misconduct Kenya's police chief, Noah arap Too, has admitted that police officers are embroiled in crime and corruption, including a recent \$2.6 million airport hold-up. Although no arrests have been made in connection with the hold-



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up, the largest ever of its kind in Kenya, 43 police officers have been arrested since the beginning of this year for offenses including theft, rape, corruption, and armed attacks.

Agence France-Presse, 21 September 1998

UNITED STATES: Contention over Los Angeles discipline procedures

In May 1998, Los Angeles police chief Bernard C. Parks issued guidelines on discipline to replace a policy approved in 1997 by the five-member civilian Police Commission, after complaining that it infringed on his authority under the city charter. Parks rejected the commission's suggestion of penalty schedules as "too inflexible" and outlined, instead, recommendations that give managers more discretion. Critics charge that Parks's proposal gives individual managers too much discretion. Parks has also battled police union officials over their proposal to amend the city charter to allow officers to appeal his discipline decisions to a binding arbitration panel, independent of the police department. The chief now has sole authority to impose discipline. In October, former Secretary of State Warren M. Christopher, who headed the 1991 blue-ribbon commission on Los Angeles police abuse, publicly opposed this proposal.

Los Angeles Times, 5 May, 3 October 1998

UNITED STATES: LAPD uses less force, according to report In September, Los Angeles police chief Bernard C. Parks released a report showing that police use-of-force incidents have dropped over the last five years, even though the number of officers has increased sharply. An unreleased but widely circulated study by Los Angeles Police Commission Inspector General Katherine Mader reportedly reaches similar conclusions. Parks's report cites statistics that officer-involved shootings dropped 22 percent from 1993 to 1997, while the number of officers patrolling the streets increased 26 percent.

Los Angeles Times, 30 September 1998

UNITED STATES: LAPD chief claims major progress on reforms In August 1998, Los Angeles police chief Bernard

C. Parks announced that his department had implemented 80 percent of the recommendations made in the 1991 Christopher Commission report, the landmark study that proposed major reforms after the beating of Rodney G. King. A week later he announced that the department had carried out most reforms recommended by two other reports that had criticized the department's discipline procedures, the Police Commission's inspector general's 1997 Six-Month Report and the department's own investigation of former detective Mark Fuhrman's allegations of brutality. Critics challenged Parks's claims.

Los Angeles Times, 26 August 1998

Police Behavior: State Oversight

For recent Ford grants in this area, see Grants List, pp. 10-12. BRAZIL: Human Rights Watch; RUSSIA: St. Petersburg Institute of Law

INDIA: Police kill five demonstrators and seriously injure 15 in Sitamarhi The National Human Rights Commission has directed the Bihar state government to submit a detailed report on alleged police atrocities committed against demonstrators protesting inadequate flood relief in Sitamarhi. On August 11, five demonstrators were killed and 15 injured, while 52 were arrested. Human rights activists accuse the police of directing open fire at the crowd.

The Times of India, 4 September 1998

INDIA: NHRC recommends personal liability in custodial deaths New Ministry of Home Affairs statistics show that custodial deaths doubled between 1996 and 1997. In 1996, more than four hundred civilians died in custody; more than eight hundred died in 1997. In response, the National Human Rights Commission (NHRC) has proposed that compensation to the families of victims of custodial deaths be deducted from the salaries of guilty police officials. Justice V.S. Malimath, a member of the NHRC, argues that this step will

act as a deterrent. The NHRC also proposed surprise visits to police lockups.

The Times of India, 28 June 1998

KENYA: Civil service, attorney general accuse police of brutality Two weeks after the head of the Kenyan Civil Service accused the police of brutality and corruption, Kenyan Attorney General Amos Wako also accused the Kenyan police of failing to do their duty. Wako suggested that police prosecutors used him as a scapegoat for the delay of court cases. The accusations came at the same time Amnesty International published its 1998 report alleging that Kenyan police officers routinely beat up criminal suspects, which has resulted in a number of deaths in custody. (The report can be viewed at www.amnesty.org/ailib/aireport/ar98/af.html.)

Agence France-Presse, 10 September 1998

MEXICO: Mayor claims success for anticorruption incentive program

The mayor of Iztapalapa, a working-class community in Mexico City, has piloted a new program to deter police corruption. The program rewards clean and responsive officers by naming them Cops of the Month or awarding them food baskets and other prizes. The mayor claims that police are now doing their jobs better, pointing to a 35 percent increase in legitimate arrests.

Time International, 24 August 1998

SOUTH AFRICA: Report cites vigilantism in police force A research report commissioned by the Independent Complaints Directorate (ICD), the official South African police watchdog, states that police officers are turning to vigilantism because of growing disillusionment with the criminal justice system. In response to evidence that deaths ruled suicides may have actually been perpetrated by the police, Police National Commissioner George Fivaz said that his officers sometimes "overreact," mainly due to the violent environment in which they work.

Mail & Guardian, South Africa, 7-16 October 1998

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UNITED STATES: Civil-rights guilty verdict for ex-cop in fatal chokehold

In October 1998, a federal judge sentenced former New York City police officer Francis X. Livoti to seven and one-half years in prison for violating the civil rights of Anthony Baez, who died from an illegal chokehold in 1994. Livoti, the subject of numerous previous abuse complaints, was acquitted of criminally negligent homicide in 1996. He was convicted on the civil-rights charge in June 1998. In October, the city settled a wrongful death suit by the Baez family for \$3 million. This case and others have prompted federal prosecutors to launch an investigation of how New York's police department handles abuse complaints and whether a pattern of brutality exists.

The New York Times, 27 June, 3 July 1998; *Associated Press*, 9 October 1998

UNITED STATES: Rising police corruption tied to illegal drug scene

A study released in June 1998 finds rampant corruption in law enforcement nationwide, most of it tied to illegal drugs. *Misconduct to Corruption*, compiled by officials from 15 cities with help from the FBI, shows corruption to be widespread in both large and small cities, as many officers succumb to temptations offered by the huge amounts of money involved in the drug trade. From 1994 to 1998, the study found, the number of federal, state, and local officials in federal prisons rose from 107 to 548.

Los Angeles Times, 13 June 1998

UNITED STATES: New York review board criticizes discipline In September 1998, the Civilian Complaint Review Board, the independent agency that investigates allegations of police misconduct (excessive force, abuse of authority, lack of courtesy, use of foul language) charged that the New York Police Department is slow to act when it finds evidence of officers' guilt. The board's harshly critical report found that of the 448 allegations it had "substantiated" (found probable cause for believing misconduct occurred) and forwarded to the department in 1997, 349 (78 percent) had not been

acted on. The department has the sole authority to discipline its officers.

The New York Times, 3 September 1998

UNITED STATES: Attorneys general discuss police accountability

On June 23, 1998, Assistant Attorney General for Civil Rights Bill Lann Lee and five of his predecessors met with staff of the Vera Institute of Justice and the Ford Foundation to discuss the role of the federal government in police accountability. Their discussion focused on lessons drawn from 35 years of prosecutions by the United States Civil Rights Division. A summary will be available from Vera in December. Copies can be obtained from the communications department or on Vera's web site at <http://www.vera.org>.

Police Behavior: Civil Society Advancements

For recent Ford grants in this area, see Grants List, pp. 10-12. BRAZIL: Legal Assistance Office for Popular Organizations; INDIA: Samarthan; RUSSIA: St. Petersburg University of Economics and Finance; UNITED STATES: Center for Constitutional Rights

EASTERN/CENTRAL EUROPE: Human rights experts speak up for Roma In July, human rights experts, including representatives from the Ford Foundation-funded European Roma Rights Center, urged a congressional panel to press for a U.S. policy that would push eastern and central European countries to improve the treatment of Roma. Eight to ten million Roma in Europe are targets of widespread police brutality, racially motivated violence, and discrimination.

Washington Times, 26 July 1998

INDIA: Seminar attendees in Mumbai blame outdated laws for police abuse At Detention and Custodial Interrogation: New Instruments of State Terrorism, a July 16 seminar sponsored by the Society for Advancement of Economic

Growth, former Central Bureau of Investigation (CBI) Director Joginder Singh said that criminal laws dating from the nineteenth century encourage misuse of the powers of arrest. The former police commissioner, former director general of police, journalists, and activists all condemned abuse of power by law-enforcement agencies and recommended changes in the law and greater press coverage of economic offenses by the police.

The Times of India, 17 July 1998

MEXICO: Report documents corruption in Mexico City precinct *Journey Inside the Police: The Case of One Precinct in Mexico City* (Viaje al interior de la policía: El caso de un municipio de México) by Nelson Arteaga Botello and Adreán López Rivera has been published in *Nexos*, 1998. López, a student of Arteaga's at the Mexico State Autonomous University, spent two years inside the municipal police force gathering information for the article. *Journey Inside the Police* details rampant corruption: Students bribe instructors to pass exams at the training academy, recent graduates pay the academy's director for choice assignments, and patrol officers pay their commanders a portion of the bribes they take in. The article also reports that many police officials use drugs, have criminal histories, and are motivated to join the police by the potential to enrich themselves.

Time, 24 August 1998

MEXICO: Mexico City police force to be supervised by civic groups Mexico City's police chief, Alejandro Gertz, announced that the city's police force will be placed under the supervision of Mexican civic groups, as part of a plan to decentralize the force and place it under greater "citizens' control." The move is intended to restore confidence in a force widely viewed as inefficient and corrupt. The groups have not yet been named, although Mexico United Against Crime was used as an example.

Reuters, 28 October 1998

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UNITED STATES: Amnesty

International faults rights violations

In October 1998, Amnesty International launched a campaign calling on the United States to address human-rights violations, citing numerous instances and types of police misconduct. The group's report claims that law-enforcement officers in the United States frequently disregard international standards on the use of force and criticizes such practices as using stun guns and hog-tying suspects (tying their wrists and ankles together). It also records abuses at prison facilities. The Justice Department announced it would review concerns raised by Amnesty, and pointed out that some cases cited are already being investigated. The report can be viewed at <http://www.rightsforall-usa.org/info/report/index.htm>.
Associated Press, 8 October 1998

Crime Update

ARGENTINA: Government criticized for slow release of crime statistics

The banking consortium ADEBA, which commissions research on crime and security, criticized the government of Argentina for failing to release timely crime statistics. The last official crime statistics were released two years ago. ADEBA states that, although victimization surveys are useful and even necessary, they are not as valuable as official data. Recent victimization surveys by ADEBA show that adolescents are more often victimized than adults. Another study, by the Directorate of Criminal Policy, found that citizens generally perceive public spaces to be dangerous and lack confidence in the police.
Clarín, 27 May 1998

BRAZIL: Crime up sharply in São Paulo

The homicide rate in metropolitan São Paulo increased 15 percent in the first four months of 1998 compared with the same period in 1997. An average of 25 people are murdered every day. Car thefts and break-ins increased by 23 percent in the same period.
Reuters, 16 June 1998

CHILE: Incidence of crime is up

According to studies by the *Carabineros*, Chile's uniformed national police, the total incidence (not rate) of crime has increased 17.7 percent since 1994, and violent robberies increased 62 percent between 1995 and 1997.
El Mercurio, 25 August 1998

HUNGARY: Budapest bombing shakes up law enforcement

A July carbombing, in which four people died and 19 were injured, has heightened attention to organized crime in Hungary. The target of the bombing appeared to be Tomas Boros, an underworld figure who had begun supplying information to police about the Hungarian oil mafia. In response to the bombing, leading members of the police have been fired, uniformed police presence on the streets has been increased, and a variety of structural reforms of the national security and defense sector are being debated.
Jane's Intelligence Review, 1 October 1998

KENYA: Conference points to increases in sex offenses

At a two-day seminar on sexual offenses against women and children, the Kenyan assistant commissioner of police announced that sex-related offenses are on the rise and called for a special police unit to fight them. It was suggested that sex crimes be investigated by female officers, heard by female magistrates, and prosecuted by female prosecutors. A high court judge also suggested that police stations be made more user friendly and that more female officers be trained to deal with victims of sexual offenses.
Xinhua English Newswire, 5 June 1998

MEXICO: Mexico City crime rate up

In Mexico City, reported murders rose by 50 percent between 1990 and 1995, and crime rates across the board have risen dramatically. Rafael Ruiz Harrell, a crime statistician, has drawn historical correlations between high crime and economic crises. Another analyst, Ernesto López Portillo, claims that Mexicans turn to crime because, as a result of the ineffectiveness of police and the entire criminal justice system,

punishment can often be avoided.

The New York Times, 28 June 1998

MEXICO: Pledge to modernize criminal justice system

Mexico City's attorney general, Samuel del Villar, a committed crusader against police corruption, has pledged that \$37.5 million from a legal settlement with IBM will be used to modernize the city's criminal justice system.
The New York Times, 6 August 1998

RUSSIA: Moscow is Europe's murder capital

According to a survey commissioned by the British Home Office, Moscow is the murder capital of Europe, with 18.1 murders per 100,000 residents in 1997, though it trails Washington D.C., which has 69.3 killings per 100,000 residents. Homicide statistics are seen as among the most accurate crime statistics in Russia, where police are frequently accused of failing to register crimes to improve their clearance rates. But a recent investigation in St. Petersburg indicated that police had covered up twenty murders there over the last year.
The Moscow Times, 22 August 1998

SOUTH AFRICA: Antigang legislation in development

A former deputy U.S. attorney general, Philip Heymann, is helping the South Africa police in the formation and implementation of tough antigang legislation. The legislation is similar to the Racketeering Influenced Corrupt Organization (RICO) legislation used in the United States. Heymann said it is evident that the gang problem in South Africa is extremely serious, even by American standards. More than two hundred people have died in gang-related violence since the beginning of 1998.
Panafrican News Agency, 14 July 1998

Current policing-related grants by the Ford Foundation

This listing of policing-related grants is an update to information presented in March 1998.

Brazil

Carioca Institute of Criminology (Instituto Carioca de Criminologia)

Carlos Magno Nazareth Cerqueira,
director

Av. Beira Mar 216, 3 Andar
20021-060 Rio de Janeiro RJ

Tel 55 21 263 2069

Fax 55 21 532 3435

For preparation of police training manuals on citizenship and human rights issues, which will be distributed nationally.
E. Leeds.

Center for the Creation of Popular Images (Centro de Criação de Imagem Popular)

Dinah Protásio Frotté

Largo de São Francisco de Paulo
34/3 Andar

20051-070 Rio de Janeiro RJ

Tel 55 21 509 3812

Fax 55 21 252 8604

cecip@ax.apc.org

For production of audiovisual materials on violence against women and police training in the Northeast. *E. Telles.*

Center for the Study of Violence (Núcleo de Estudos da Violência)

Paulo Sergio Pinheiro, director

Universidade de São Paulo

Rua do Anfitéatro, 181

Colomia, Favo 11

Cidade Universitaria

CEP 05508, São Paulo SP

Tel 55 11 818 3302/3577

Fax 55 11 818 3158

For an evaluation of recruitment and training practices in São Paulo and the structure of incentives and career promotion criteria. Also for a study of cultural norms regarding forms of violence and the steps citizens take to resolve conflicts, including citizens' perceptions of experiences with the police. *E. Leeds and E. Telles.*

Human Rights Watch

James Cavallaro

Av. N.S. de Copacabana, 819

cobertura 01

CEP 22050-000 Rio de Janeiro, RJ

Tel 55 21 9987 6541

Fax 55 21 549 9174

hrwatchrj@altenex.com.br

For a study on racial differences in sentencing and police violence. *E. Telles and A. Jenkins, Human Rights and International Cooperation.*

Legal Assistance Office for Popular Organizations (Gabinete de Assessoria Jurídica às Organizações Populares), GAJOP

Jayme Benvenuto Lima, Jr., coordinator

Rua do Apolo, 161, 1 Andar

Bairro do Recife

Recife — PE

Tel 55 81 424 4212

Fax 55 81 224 9048

gajop@elogica.com.br

For human rights training for police and monitoring of violations in three north-eastern states. Also for a study of civil police in the state of Pernambuco, which will examine institutional determinants of attitudes and behavior of police in the Northeast. *E. Leeds and E. Telles.*

Viva Rio

Rubem César Fernandes

Elizabeth Sussekind

Ladeira da Glória, 98

CEP 22211-120 Rio de Janeiro RJ

Tel 55 21 556 5004 /558 2559

Fax 55 021 558 1381

rubemcesar@ax.apc.org

vivario@ax.apc.org

For legal services to low-income communities, including help on complaints about police violence. Also for training courses and consciousness raising for local community leaders, as well as courses in conflict mediation and conciliation. *E. Leeds.*

Chile

Center for Development Studies (Centro de Estudios del Desarrollo)

Hugo Frühling, director

Nueva de Lyon 128

Correo 9

Santiago

Tel 56 2 231 2723/231 1953

Fax 56 2 232 6860

Hfruhlin@abello.dic.uchile.cl

For a project to improve accountability mechanisms related to internal security issues in South America, comparing developments in police reform in Argentina, Brazil, Chile, and Peru. The project aims to foster improvements in police administration and respect for human rights through workshops, publications, and reform proposals. *A. Varas.*

Eastern Europe & Russia

Citizens' Watch

Boris Pustintsev, president

5, Malaya Koniushennaya

St. Petersburg 191186 Russia

Tel/Fax 7 812 325 8915

Citwatch@mail.wplus.net

For coordination of a public education campaign on police reform, including a citizens' survey of citizens encounters with the police in St. Petersburg. *M. McAuley.*

Czech Helsinki Committee

Jana Chrzova, executive director

Jeleni 5/199

P. O. Box 4

119 01 Prague, Czech Republic

Tel 42 6 2051 4190/2437-2334

Fax 42 6 2437-2335

For courses on human rights for police.
I. Gross.

**Helsinki Foundation
for Human Rights**

Marek Nowicki, president
ul Bracka 18m 62
00-028 Warsaw, Poland
Tel/Fax 48 22 828 10 08
828 69 96
826 98 75
hfhropol@ikp.atm.com.pl

For human rights training for police officers and others. *I. Gross.*

Hungarian Helsinki Committee

Ferenc Koszeg, executive director
1085 Budapest
József krt. 1/5, Hungary
Tel 36 1 334 4575
Fax 36 1 314 0885
helsinki@elender.hu

For the project Police in Transition, an interregional comparative study of the police, police reform, police legislation, police practices, police accountability, and related issues in Hungary, Poland, Bulgaria, Czech Republic, Slovakia, Romania, and Croatia. *I. Gross.*

St. Petersburg Institute of Law

General Prosecutor's Office
Russian Federation
Valeri V. Novik, prorektor
44. Liteiny prosepekt
St. Petersburg, 191104, Russia
Tel 7 812 279 8017/272 5140
Fax 7 812 279 8021

For a seminar for Russian and American prosecutors to discuss the special challenges of prosecuting police accused of brutality and corruption and to develop strategies prosecutors in both countries can adopt and apply in future cases.

M. McAuley.

**St. Petersburg University of Economics
and Finance**

L. Tarasevich, rector
Sadovaia 21
191023 St. Petersburg, Russia
Tel 7 812-310-3823
Fax 7 812-110-5674

For a survey of citizens' encounters with the police in selected police districts in St. Petersburg. *M. McAuley.*

Women's Rights Center

Urszula Nowakowska, president
ul. Wilcza 60, lok. 19
00-679, Warsaw, Poland
Tel 48-22-652-01-17/621-35-37
Temida@medianet.com.pl

For gender sensitivity courses for police. *I. Gross.*

India

**Commonwealth Human
Rights Initiative**

1st Floor k-92
Hauz Khas Enclave
New Delhi, 110016, India
Tel 91 11 686 4678
Fax 91 11 686 4688

To initiate public dialogue and make recommendations to relevant government agencies on police reform. *M. Dutt.*

LETTERS FROM THE FIELD

Middle East & Africa

There are no current or recent grants in this region on policing issues. I am, however, still thinking about how to approach the issue afresh here, particularly in our countries of focus: Palestine and Egypt. In Palestine there are issues of police training and accountability in the broader context of developing the rule of law in an emerging governance structure. A number of human rights organizations (including the UN Center for Human Rights, which has an office in Gaza) have undertaken police training in human rights principles, but these efforts cry out to be evaluated at this time. In Egypt there are serious issues of entrenched police brutality and lack of accountability. In both areas significant opportunities for grantmaking present themselves, but I'm still thinking, evaluating, wondering, and otherwise worrying.....!!

—Fateh Azzam

West Africa

The bad news is, the Lagos office has no current or prior grants in the area of policing or police reform. The good news is that we are in the process of discussing possible support to an organization called CLEEN (Center for Law Enforcement Education). CLEEN uses research and human rights education to work with the police, members of the prison services, and other paramilitary agencies on issues of security and physical and psychological integrity to promote, in their own words, "a value system that places the highest premium on the right to life." They also work with schools, churches, community organizations, and other organs of civil society on their rights and responsibilities in relation to law-enforcement agencies. If made, the grant will support a national survey on police/community friction and violence in Nigeria, and the continued publication of a quarterly news magazine, *Law Enforcement Review*.

—Akwasí Aidoo and Adaora Ikenze

Current policing-related grants by the Ford Foundation

South Asia Rights Documentation Centre

Ravi Nair, director
C16/2 DDA FLAT (SSS)
Saket
New Delhi 110 017, India
Tel 91 11 686 5736
Fax 91 11 688 5736
Ravi@sadc.unv.ernet.in

To initiate public dialogue and raise human rights concerns related to democratic policing needs. *M. Dutt.*

United Nations Development Fund for Women

304 East 45th Street, 6th floor
New York, NY 10017 USA
Tel 1 212 906 6400

For the creation of partnerships between NGOs and law-enforcement officials to address issues concerning violence against women. *M. Dutt.*

South Africa

IDASA

357 Visagie Street (at Prinsloo)
PO Box 56950
Pretoria 0001, South Africa
Tel 27 12 320 3820
Fax 27 12 320 2414
Info@idasa.org.za

For work with community policing forums in several provinces throughout the country. *A. Brown.*

University of Cape Town

Institute of Criminology
Dirk van Zyl Smit, director
Wilfried Scharf, head, Policing Project
Rondebosch 7700
Cape Town, South Africa
Tel 27 21 650 2988
Fax 27 21 650 3790

For the Policing Project, run by policing expert/lawyer/criminologist/researcher Wilfried Scharf and for the Gender Project, whose work includes training police officers on gender violence interventions. *A. Brown.*

United States

Center for Constitutional Rights

Ron Daniels
Executive Director
Center for Constitutional Rights
666 Broadway, 7th Floor
New York, NY 10012
Tel 1 212 614 6464
Fax 1 212 614 6499

For renewed support for racial justice activities, including litigation and advocacy around police misconduct and brutality against people of color and others. *A. Jenkins.*

Meetings & Conferences

Conference on Women in Policing

April 10-15, 1999, Orlando, Florida
The National Center for Women and Policing will hold Police Leadership for the 21st Century: Women Achieving Equality in Orlando, Florida. The conference will address ways to increase the number of women in policing, consider issues involving stalking in domestic violence and sexual assault, and explore issues of personal development for female police officers. For more information, contact the center at 8105 W. Third Street, Los Angeles, CA 90048. Tel: 323-651-2532. Fax: 323-653-2689.

Conference on Police in Transition

February 18-20, 1999, Budapest
The Hungarian Helsinki Committee is organizing a conference within the framework of the Ford-funded Police in Transition project. Project researchers are looking at changes taking place within the former socialist states in the field of policing.

Annual New York Police Department conference set

May 10-12, 1999, New York, New York

NYPD's third annual conference, showcasing COMPSTAT and other crime-control strategies, will be held May 10-12, 1999. The conference attracts about five hundred police officials from around the world. At press time, content had not been finalized. To receive printed information, e-mail nypdconf@nypd.org and include a name and postal address.

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The Vera Institute of Justice is a private nonprofit organization dedicated to making government policies more fair, humane, and efficient for all people. Working in collaboration with government officials, Vera designs and implements innovative programs that expand the practice of justice and improve the quality of urban life. Vera operates demonstration projects in partnership with government, conducts original research, and provides technical assistance to public officials in New York and throughout the world. Christopher E. Stone, Director