

# **Policing standards in Mexico: shortcomings, achievements and the way forward**

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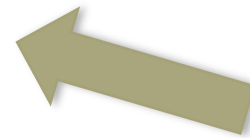
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# Structure of the presentation

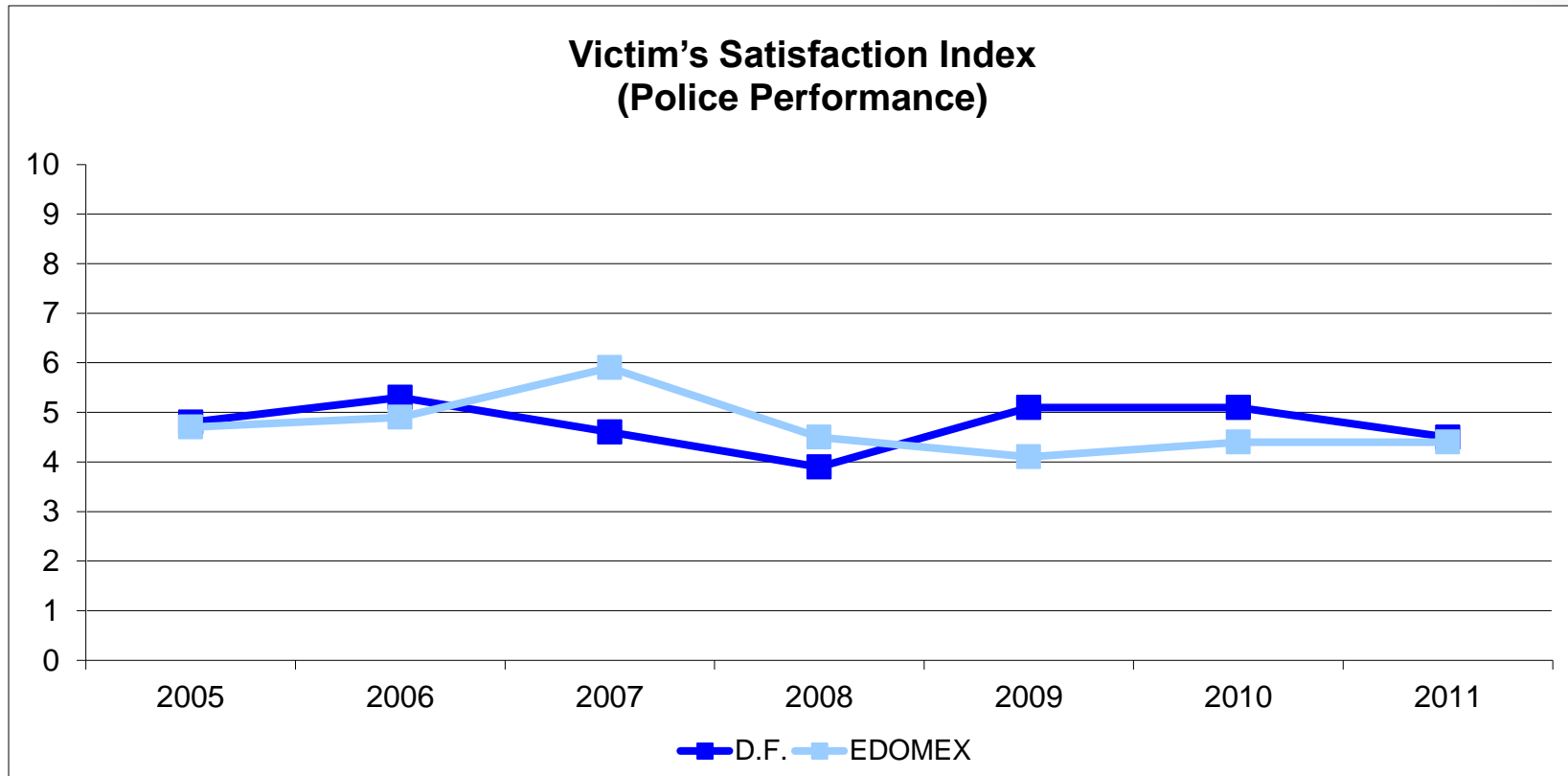
- The need to develop policing standards in Mexico.
- Policing standard-setting so far.
- The way forward.



# Why should standard-setting be a priority for Mexican law enforcement agencies?

- Victimization surveys in Mexico in the period 2005-2012 (ICESI, INEGI, CIDE) report a high rate of citizen disapproval of police behavior and performance.

# Why should standard-setting be a priority for Mexican law enforcement agencies?



CIDE, Victimization Surveys 2005-2011

# Why should standard-setting be a priority for Mexican law enforcement agencies?

- Research on police abuse, corruption and illegal use of force show alarming patterns of irregularities in operations carried out by investigative and preventive police officers.

# Why should standard-setting be a priority for Mexican law enforcement agencies?

<b>CORRUPTION</b>
THEY ARE CORRUPT THEY ALWAYS ASK FOR MONEY THEY ONLY FULFIL THEIR OBLIGATIONS WHEN GIVEN MONEY THEY STEAL PEOPLE THEY ARE ACCOMPLICES OF CRIMES/CRIMINALS THEY PROTECT DRUG-DEALERS/THIEVES
<b>EFFICIENCY</b>
THEY DO NOT COMPLY WITH THEIR OBLIGATIONS THEY DO NOT SOLVE ANYTHING COMPLAINTS ARE NOT PROPERLY DEALT WITH THEY ARE SLOW TO ATTEND THEY ARE CHARACTERIZED BY POOR PERFORMANCE THEY ARE NOT PRESENT WHEN NEEDED
<b>ILL-TREATMENT/ABUSE OF POWER</b>
THEY ARE ARROGANT THEY ARE VIOLENT PEOPLE THEY ABUSE OF THE POWER GIVEN TO THEM
<b>OTHER</b>
THEY LACK TRAINING THEY DO NOT INSPIRE CONFIDENCE THEY DO NOT ARREST THIEVES BUT INNOCENT PEOPLE

Metagora, 2006 (OCDE)

# Why should standard-setting be a priority for Mexican law enforcement agencies?

- **Administrative subculture.** Standards are used as a means of bureaucratic control, not as performance assessment of officers for meritocratic career development or as professionalization tools.
- **Legitimation.** Standards are not considered a means to improve confidence in police work, or to gain public respect.

# Standards – one size fits all?


Police bodies in Mexico (aprox. 500,000 officers)

Institution	%
Federal (PF + PFM or AFI)	9
State (preventive)	43
State (investigative)	6
Municipal (only preventive)	42
Total	100

Source: Mexican Public Security Department, 2012.



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# Standard-setting 2007-2012

## Operational framework

- Professionalization standards developed at federal level and at state level in Chihuahua, Distrito Federal (Mexico City), Querétaro and Nuevo León.
- Recruiting, training, police career, promotions, police development.
- Development of Systematic Operational Procedures for sworn officers.

# Systematic Operational Procedures

- **National:** standardized police report, crime scene custody, detainee submission.
- **Federal and state:** highway patrol, crowd control, road incident, fining, field investigation, file investigation, anti-robbery operations.
- Professional profiles for investigation, prevention and reaction (all ranks).

# Structural limitations

- No institutional standards for the respect of civil rights, particularly regarding detention and due process.
- Lack of an overarching effort to generate policing standards responding to the different mandates and needs of over 2,000 police departments in Mexico.

# Shortcomings

- The Systematic Operational Procedure system were normatively developed in the Federal Police, but no operational and chain-of-command endeavors were undertaken to make them real in police practice.


Some of the most notorious cases include:

1. Low-rank officer insubordination against mid and high-ranks in Ciudad Juárez (Aug 2010);
2. Cross-fire between corrupt police officers in Mexico City's international airport (June 2012);
3. Ambush of a US diplomatic vehicle in Cuernavaca (Aug 2012).

# National Public Security System

- Roles and professional qualifications of the different ranks.
- Field police strategy.
- Normative framework to guide objective decision-making for police deployment.
- Coordination between police departments and other local security institutions.
- Coordination with other crime prevention institutions.

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# The way forward – international experience

## *Colombia and Brazil*

- *‘Scientific’ control of federal police bodies and result-oriented evaluation (Brazil)*: intelligent use of real-time information to track irregularities in police behavior. A complex system was developed to evaluate the outcomes of police operations based on the standards that should guide them.
- *Early warning system and risk management (Colombia)*: longitudinal analysis of officer misbehavior and coaching system previous to sanctions. Standards of police conduct allow to rank misbehaviors according to the risk they represent to the citizens.



# The way forward – international experience

## *The Netherlands and Japan*

- ***Problem-solving knowledge and behavior***: identifying problems using different information sources, especially non-traditional (community participation), service guidelines based on social problems not crimes.
- ***Youth crime / young offenders***: specific guidelines for addressing gangs and treating young people.
- ***Autonomy***: capacity to make decisions on the spot and to dissent from arbitrary commands.

# The way forward – international experience

## *Canada (best practice at provincial level)*

- ***Police service guidelines***: comprehensive manuals on a wide range of policing activities and reporting.
- ***Hate crime***: specific police operations to address homophobia, bullying, gender issues.
- ***Use of force***: standards for the use of teasers and tools for riot and crowd control.
- ***Coordination standards***: subsidiary action of federal and local authorities for different crimes / spaces.

# The way forward – international experience

## *United States*

- ***CALEA (Commission on the Accreditation of Law Enforcement Agencies)***: accreditation of local policing institutions through standards. Umbrella organization.
- ***POST (Peace Officer Standards and Training)***: bottom-up approach, developed by local police departments, according to their needs.
- ***Dual approach to police accountability***: standards for the provision of services by police departments and standards for officer performance.

# The way forward – international experience

## *United States (cont'd)*

- ***Use of force standards***: Use of force continuum, standards of proportionality, necessity and rationality.
- ***Response standards***: acute protocols to respond in different scenarios, respecting jurisdictions.
- ***Early intervention systems***: standards to use information from internal affairs and citizen complaints. Originally were used to curb excessive use of force, but now they serve to evaluate performance issues.

# The way forward – international experience

## *United States – potential for collaboration*

- **Peer to peer**: US officers and police administrators interacting directly with Mexican counterparts.
- **Legislators**: analysis of legal framework for accountability and responsibility allocation.
- **Civil society**: bringing police abuse cases to the judicial system, civilian oversight of law enforcement (auditors, review boards, commissions).
- **Academic**: methodologies to measure police performance qualitatively.

# The way forward – policy changes in Mexico

- ***Rights-based policing***. Development of standards to mainstream and prioritize the respect of civil rights in police operations and incentives.
- ***Need to transform the accountability and vetting procedures*** from individual (case-based) certification to institutional assessment and accreditation.
- ***Federal funding for local policing*** needs to focus on capacity development and needs to generate adequate incentives to set and respect standards.

# The way forward – institutional setting

- *Internal and external controls*, including effective internal auditing and civilian oversight of law enforcement agencies.
- *Centralization of decision-making*. Whether police bodies are unified in a single command or not, the regional approach privileges collaboration between federation and states.
- *Enhanced professionalization*. Setting standards for police career.