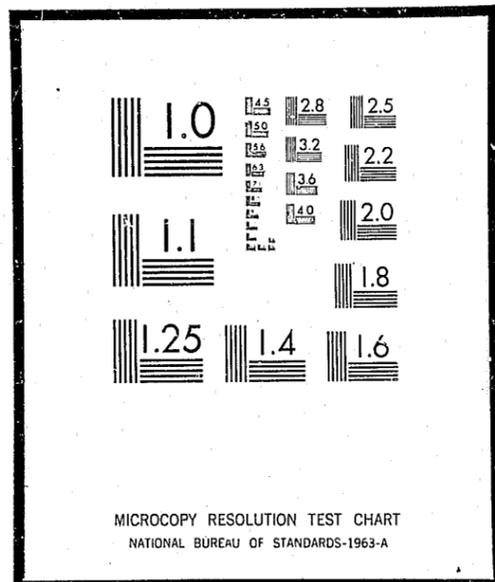


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

12/3/75

NewsRelease PoliceFoundation

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For Release AMS Monday, April 8

POLICE FOUNDATION CONFERENCE ON PATROL

WASHINGTON, D.C.--The Police Foundation announced today it is sponsoring the nation's first conference that brings together police executives who manage patrol operations in the largest U.S. cities.

"These executives command 60 per cent or more of all the resources in their departments," according to Foundation President Patrick V. Murphy. "The purpose of the conference is to provide them with new information about traditional and innovative patrol strategies and to determine the current and future priority issues in the management of patrol operations."

"The conferees are expected to discuss ways of resolving these issues and of developing future innovations in administering patrol functions," Murphy added. "We expect that one result of the conference will be a wider dissemination of information about patrol strategies and management."

Murphy, former Deputy Atty. Gen. William D. Ruckelshaus and Quinn Tamm, executive director of the International Association of Chiefs of Police, will address the conference to be held in Washington and at the FBI Academy in nearby Quantico, Va., April 29-May 1.

A total of 46 police executives from 36 major cities have informed the foundation that they will attend the conference, which is entitled "A Conference on Managing the Patrol Function." The conference is being planned with the cooperation of Baltimore Police Commissioner Donald D. Pomerleau, Chairman of the Major Cities Police Administrators group.

Murphy will discuss the problems and potential in patrol management during the opening session of the conference at the Statler-Hilton Hotel in Washington April 28.

The next morning, Ruckelshaus will address a breakfast meeting on the workability of public institutions and the public's confidence in them.

After the address by Ruckelshaus, the conference will move to the FBI Academy for three days of workshop sessions. Tamm will address a final working session of the conference on the subject of critical future issues in patrol.

The conference represents another step in foundation dissemination efforts. The Police Foundation is a non-profit, independent institution dedicated to innovation and improvement in policing. It was established in 1970 by a \$30 million allocation from the Ford Foundation.

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For Release AMS Monday, March 25

NEW PROGRAM TO AID MINORITY GRADUATE STUDENTS

The Police Foundation and Howard University announced today a year-long, \$121,000 program that will seek to increase the number of minorities serving in civilian positions in police agencies.

Among the program's goals, according to Foundation President Patrick V. Murphy, is to "demonstrate to minorities with advanced higher education that meaningful careers are open to them in policing."

"Another goal is to demonstrate the utility of civilians in various roles in policing and to provide a visible gesture that minorities are welcome in policing," Murphy said.

The program, under the direction of the Foundation and Lee P. Brown, associate director for the Institute of Urban Affairs and

Research at Howard University, will select 20 students who are members of minorities and who are to receive graduate degrees in a variety of disciplines in June 1975.

The students will be placed in at least ten police departments where they will work under the direct supervision of the police chief or other high-ranking official.

Announcement of the program was made jointly by Murphy, Ivan Allen, Jr., chairman of the Foundation Board of Directors, and the university.

"We view this proposed project as a venture that will have impact upon a major problem in police departments relative to their minority representation," Brown said.

Each student in the program will devote 20-25 hours a week to the department and also will work full time during the summer of 1975. Every effort will be made to place the students in permanent civilian positions in the police department at the conclusion of the program, according to the program outline.

Brown, who will coordinate the program, said that his efforts will include working with university advisors in planning and directing an orientation program for students and monitoring the work students will undertake in various police departments.

Murphy said preliminary approaches have been made to universities and police departments and "almost everyone approached has been enthusiastic."

The Foundation program, Dr. Brown noted, reflects suggestions of the President's 1967 Commission on Law Enforcement and the Administration of Justice and the 1968 report of the National Advisory Commission on Civilian Disorders. Both commented strongly that police departments should increase their minority representation.

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NewsRelease

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For Release AMS Monday, March 25

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PROGRAM TO AID VICTIMS OF CRIME

The Police Foundation today awarded funding to assist the Sacramento, Calif., Police Department in designing a full-scale experimental program to test methods for improving the ways police and the rest of the criminal process deal with victims of crime.

"This funding reflects the fact that victims of crime in our society are often treated poorly by the criminal justice system," Foundation President Patrick V. Murphy said. Murphy and Ivan Allen, Jr., chairman of the Foundation Board of Directors jointly announced the funding for the project.

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"In theory victims of crime are a prime beneficiary of the criminal justice system," Murphy said. "But in most jurisdictions victims are compensated neither for injury nor for loss of property.

"While much is done to protect them from crime and to apprehend the criminal offender, little is done for the victim after an offense has occurred. The ways crime victims are treated in many jurisdictions from their first contact with the police to their final hour in the court room is often insensitive. Rarely are their needs considered to any great degree."

Of the program, Chief William J. Kinney of the Sacramento Police Department said, "This is an area about which we have been concerned for some time, and which I believe is in need of urgent attention, not only by our department but by other departments around the country as well."

The planning effort in Sacramento will begin by addressing the problems of victims of residential burglaries, aggravated assaults, personal robberies, various sex offenses and thefts.

"Relatively little information is available on how to improve helping and dealing with victims of these crimes," Murphy said.

Today's award culminates six months of exploratory work by the Sacramento Police Department and Police Foundation staff. The Sacramento County District Attorney's Office and the County Probation Department have assisted in this early work and will continue to do so during this planning period.

Of a total \$45,930 to help fund the planning, \$30,380 goes to the Center on Administration of Criminal Justice, School of Law, University of California at Davis. This money will be used to support the police department's planning effort with research, planning and analysis. The balance of the money goes to the department.

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For Release AMS Monday, March 25

FOUNDATION PROJECTS CONTINUED

The Police Foundation today awarded additional money to continue two projects that seek to improve police handling of disturbances.

The Foundation awarded \$98,291 to the Simi Valley, Calif., Community Safety Agency to continue an experiment to train all sworn personnel in techniques to better deal with family and neighborhood disturbances.

The Foundation also awarded \$15,762 for a nine-week extension of a project being conducted by Dr. Morton Bard of the City University of New York for the Norwalk, Conn., Police Department. This program

seeks to analyze and codify how police deal with disputes and disturbances and then to determine how police officers can be trained in methods that are most successful in resolving conflicts.

Announcement of the funding was made jointly by Foundation President Patrick V. Murphy and Ivan Allen, Jr., chairman of the Foundation Board of Directors.

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For Release AMS Monday, March 25

NEW FUNDS FOR DAYTON PROJECT

The Police Foundation today awarded additional funding to the Dayton, Ohio, Police Department for continuation of a unique project in which task forces of citizens and police officers develop police policies.

The project, begun in August 1972, represents the first known formal attempt to bring citizens and individual police officers together in the formulation of police department policies. The premise of the project is that members of the community and officers in the field both are affected by the policies which a police agency adopts and should contribute, in appropriate areas, to what those policies are.

While most police departments have rule books and policy manuals, with few exceptions these are silent on the more technical and complex responsibilities of the police officer.

In continuing the Dayton project for another nine months, the award of \$30,375 is intended to improve further the project's policy-making procedures and to provide the opportunity for a careful assessment of the project's impact, value and capacity for duplication elsewhere.

Citizens and officers involved in the Dayton project have worked together in developing policies on such issues as when the police should engage in high-speed auto chases and how police officers should deal with mentally disturbed persons.

In addition to citizen-officer task forces, groups of field officers have developed policies in more technical areas such as police response to bomb scares and investigation of traffic accidents.

Many officers in the Dayton department initially doubted the utility of the project. However, it has since won the approval of the local police officers' associations.

Announcement of the new grant was made jointly by Foundation President Patrick V. Murphy and Ivan Allan, Jr., Chairman of the Foundation Board of Directors.

"The formulation of clear, well-reasoned police policies is an important matter in policing today, and the Dayton project is a significant attempt to further the development of such policies," Murphy said.

Today's award brings to \$119,220 the amount of funds the Foundation has allocated for the Dayton project. The Foundation today also set aside \$15,000 for assessment of the project.

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For Release AMS Monday, March 25

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FUNDING FOR DETROIT PROJECT ANNOUNCED

The Police Foundation today awarded funding for a Detroit Police Department project that will study screening, dispatching and field information systems as they pertain to calls for assistance that involve conflicts and assaults.

The \$29,980 project marks another step in joint efforts of the Foundation and the Detroit Police Department in attempting to find ways of dealing with homicides in Detroit. The city has one of the highest homicide rates in the nation.

The Foundation is already sponsoring a study of homicide in Detroit based on available police information. The emphasis in this study is

- 2 -

on homicides that are the result of social conflicts such as family disputes and fights among acquaintances.

The new study is seen as a way of gathering more specific information about how the department deals with calls from citizens that involve reports of social conflicts.

Announcement of the grant for the new project was made jointly by Foundation President Patrick V. Murphy and Ivan Allen, Jr., chairman of the Foundation Board of Directors.

"Traditionally, police response to social conflict situations has often been inadequate in some police agencies," Murphy said. "We hope that this study advances general knowledge on the most effective ways that calls about social conflicts can be received and information dispatched to the field."

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Contact: TOM BRADY
For Release AMS, MONDAY, JAN. 21

NEW POLICE PERSONNEL REPORT ISSUED

Police officers who are members of minorities make up about four per cent of the average police department's sworn staff and women officers a little less than two per cent, a new Police Foundation report shows.

Very few women or members of minority groups hold command positions, according to the report.

The report, believed to be the first comprehensive survey of police personnel practices, also shows that an arrest on a felony charge, regardless of the outcome, is enough to bar applicants from sworn police jobs in the great majority of 493 police agencies responding to the survey.

A felony conviction, on a juvenile as well as an adult level, bars applicants from sworn police jobs in almost all the nation's police agencies, the survey shows.

The survey was financed by the Police Foundation and its findings published by the foundation and the International Association of Chiefs of Police in a 136-page book, "Police Personnel Practices in State and Local Governments."

"We believe this report makes a significant contribution to police personnel management and will aid the nation's police agencies in their goal of developing a higher degree of professionalism," Patrick V. Murphy, Police Foundation president, said today on publication of the report.

Prepared with the cooperation of the Educational Testing Service, the report was designed to permit police agencies to compare with national averages their personnel practices on such questions as salary, entrance requirements and tenure for sworn police officers.

The report notes that the survey did not include police agencies with fewer than 50 sworn officers and had a 74 per cent return rate on questionnaires to 668 agencies.

Still, it represents the most comprehensive description of a variety of personnel practices in the nation's police agencies on a city, county and state basis.

Some findings:

--A total of 77 per cent of police agencies bar applicants from sworn jobs if they have adult felony arrest records; 72 per cent of the departments also bar applicants with juvenile arrest records. An adult felony conviction is a firm bar keeping applicants from sworn police jobs in 96 per cent of the nation's agencies and a juvenile felony conviction is a bar in 90 per cent of the agencies.

Police agencies with 1,000 or more sworn officers were more likely than smaller departments to accept applicants who, as juveniles or adults, had prior arrest or conviction records for either misdemeanors or felonies.

--Large police agencies appear to utilize minorities more fully than the smaller agencies. Special recruitment or hiring programs to interest minorities in sworn police jobs were reported by 45 per cent of municipal, 32 per cent of county, and 55 per cent of state police agencies.

--The most widely employed minimum educational requirement for male sworn police personnel was a high school diploma or equivalency certificate. Only one agency among the 493 set a bachelor's degree as a minimum educational requirement. But 11 police agencies reported they required a bachelor's degree for women seeking to be sworn police officers.

The report also includes information on how police agencies promote officers, how they appraise their performances, how they handle appeals and grievances and similar matters.

State agencies, for example, on a nationwide average had the lowest starting salary for officers and counties reported the highest average starting salary.

Recently, the height of applicants for sworn police jobs has become an issue in police management. The survey shows the average minimum height requirement for male applicants is 68 inches and for females 65 inches.

Publication of the report is in line with the Police Foundation objective of helping the nation's police agencies realize their fullest potential. The foundation is a nonprofit

funding agency established in 1970 by the Ford Foundation to develop and finance programs of innovation and improvement in policing. Its chairman is Ivan Allen Jr., former mayor of Atlanta, Ga.

The International Association of Chiefs of Police is a nonprofit police membership association dedicated to advancing the science and art of police service. It has more than 10,000 members in 55 nations.

End RELEASE FOR AMS MONDAY, JAN. 21

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End RELEASE FOR AMS MONDAY, JAN. 21

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FOR IMMEDIATE RELEASE--THURSDAY AM, 13 DECEMBER, 1973
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POLICE FOUNDATION AWARDS \$2. MILLION

Today the Police Foundation announced approximately \$2 million in appropriations for police improvement programs for Cincinnati, Ohio; Kansas City, Missouri; Los Angeles, California; the Federal Bureau of Investigation; International Association of Chiefs of Police; American Bar Association; and Northwestern University Traffic Institute. Ivan Allen, Jr., Chairman of the Foundation's Board of Directors, and Patrick V. Murphy, President of the Foundation, made the announcement.

Mr. Murphy released the grant awards with this statement:

These programs contribute significantly to the basic goals of the Foundation. The continuation of the Kansas City patrol experiments and the Cincinnati team policing and non-arrest alternative programs illustrates the Foundation's aim of improving police services rendered on the street. Additionally, the Foundation's support for the ABA-IACP and FBI programs indicate the Foundation's interest in encouraging cooperation between all components of the criminal justice system.

The appropriation of \$1.3 million to the Cincinnati Police Division will allow the continuation of the Community Sector Team Policing (COMSEC) experiment and the expansion of the Criminal Justice Section. Both programs were established with Foundation support and are currently in operation in the Police Division.

The COMSEC program is a team policing effort which, by measuring pre-existing conditions and collecting pertinent data during a period of controlled operation, will produce reliable and useful evaluation results. The Criminal Justice Section project addresses the areas of diversion and non-arrest alternatives, through interaction with other criminal justice and social service agencies within the community.

The 144,890 grant to the Kansas City Police Department will support the continuation and expansion of the series of patrol experiments currently in operation. Of the three new efforts approved by this grant, one is the establishment of a community-police interaction patrol. Through a blend of traditional and non-traditional methods for establishing closer ties with the community, this effort will directly involve community residents in the design of a more effective patrol strategy. One component of the community-police interaction will be the establishment of an independent arbitration unit to handle disputes. The Foundation initially approved the Kansas City patrol experiments in April 1972. To date the Foundation has awarded Kansas City a total of \$812,000.

A planning grant of approximately \$50,000 will support a special planning unit within the Los Angeles Police Department, to design better methods for increasing community involvement in crime prevention. The planning unit will focus on improving police-community interaction at two levels. One is at the street level, in terms of increasing citizen participation in team policing environments. The aim is to facilitate city wide implementation of team policing. The second level is improved community involvement at the highest level, the Los Angeles Board of Police Commissioners. The planning

unit will seek to better define the role of this citizen Board in the decision-making process of the Police Department.

The Federal Bureau of Investigation's Executive Management Symposiums received additional support from the Foundation. Initially approved at the September Board meeting, the FBI program provides improved management training for executive level FBI personnel. Through the assistance of the Foundation, the FBI developed a training program which presents new theories and techniques in management, equal opportunity employment and news media relations.

The Foundation's approval of \$131,170 grant to the International Association of Chiefs of Police will support the continuation of the IACP Police Labor Relations Center. The approved program will include three project activities. One pursues the development of management responses to labor relations. The second task is the establishment of a four-week police labor relations institute at Cornell University. The institute will provide selected police administrators with a concentrated course on labor relations for which they will receive six college credits. The third activity will involve a national symposium on police labor/management relations. The symposium, held for a selected group of mayors, police chiefs, city managers and police union leaders, will seek to formulate responses to these issues and provide leadership in this area. Jointly administering the symposium, in addition to IACP, will be the labor/management service (LMRS) of the National League of Cities, United States Conference of Mayors and the National Association of Counties.

The American Bar Association and International Association of Chiefs of Police joint committee, which was established with Foundation support in June to plan the implementation of the ABA Urban Police Function Standards, was awarded a grant of \$114,828. This additional funding will allow the ABA-IACP Committee to continue its implementation activities through three specific tasks. One is to assist a selected state in developing a prototype standards assessment plan. This will be accomplished by a comparative analysis of existing law, ordinances and department regulations in relationship to selected Urban Police Function standards. The second effort will be to assist selected, local jurisdictions in developing model implementation methods. The final task will be to serve as a national clearinghouse and public information center on implementation activities.

The grant awarded to Northwestern University Traffic Institute will support two workshops on Women in Policing. The target group for the workshops will be top personnel in large urban, state and county law enforcement agencies. Developed to address the issue of the role and function of women in law enforcement, this program will seek to provide police administrators with detailed and authoritative information which will enable them to effectively deal with the process of change in their organization.

In addition, the Board of Directors also approved appropriations to continue Foundation staff activities in the areas of program evaluation and information dissemination.

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FOR IMMEDIATE RELEASE--MONDAY P.M., 10 DECEMBER 1973
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POLICE FOUNDATION AWARDS CINCINNATI \$1.3 MILLION

The Police Foundation awarded a \$1.3 million grant to the City of Cincinnati Police Division during its quarterly Board Meeting in Washington, D.C. yesterday. The appropriation is for the continuation of the Community Sector Team Policing (COMSEC) experiment and the expansion of the Criminal Justice Section, two Foundation-sponsored programs currently in operation in the Police Division.

During a press conference in Cincinnati today, William H.T. Smith, speaking on behalf of Patrick V. Murphy, President of the Police Foundation, described the significance of the programs:

The continuation of the COMSEC and Criminal Justice Section projects in the Cincinnati Police Division indicates not only the Foundation's active interest in achieving "usable" results in these important areas of team policing and non-arrest alternatives, but also the Cincinnati Police Division's success in effectively executing these programs. Although efforts have been made in several other jurisdictions to experiment with the concept of team policing, the Cincinnati COMSEC program is the most thoroughly evaluated effort of its kind. Consequently, the COMSEC program, by measuring pre-existing conditions and collecting pertinent data during a period of controlled operations, has the potential of producing reliable and useful evaluation results in addition to simply serving as a model.

The Criminal Justice Section program also affords the Foundation and the Cincinnati Police Division the excellent opportunity for producing substantial results in the areas of diversion and non-arrest alternatives. It is essential that law enforcement agencies seek to interact among themselves and with other community social service agencies in pursuing the resolution of the myriad of problems which often precipitate criminal activity.

Also participating in the joint press conference were E. Robert Turner, Cincinnati City Manager, and Carl V. Goodin, Police Chief. Mr. Smith, Foundation Staff Director, emphasized the cooperation between the city officials as a contributing factor to the programs' success:

The success of both endeavors in Cincinnati has been accomplished not only through outstanding police personnel performance but also through the cooperative understanding of City Manager Bob Turner. After all, the effective operation of any police agency is certainly dependent upon the cooperative commitment of city hall.

In conclusion, Mr. Smith discussed the impact that the Cincinnati experiments would have on law enforcement nationally:

Both programs address vital issues in law enforcement. Community understanding and cooperation are essential to effective police operation. The COMSEC experiment seeks to balance the community's need for responsiveness with the police agency's need for efficiency. Project success will certainly contribute the necessary information needed by all police administrators in determining their own operational procedures.

The Criminal Justice Section program also addresses a police-community oriented issue. In recent years both the police and public communities have recognized the fact that many of the responsibilities delegated to police agencies concern social problems, not criminal activity. By reasonably assuming that the resolution of such problems is facilitated by responsive treatment, the Criminal Justice Section actively pursues non-arrest alternatives for non-criminal cases. This requires interaction with other criminal justice and social service agencies, which can serve as a model for other police departments needing to establish such a cooperative network.

It is also significant that, in addition to the theoretical and operational success of these projects, the esteem and respect which his colleagues have for Carl Goodin will certainly facilitate the acceptance of these improvement programs throughout law enforcement.

In addition to the Cincinnati grant, the Police Foundation also awarded \$1.4 million in other program appropriations.

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POLICE CORRUPTION

Police Foundation President Patrick V. Murphy's address to the International Association of Chiefs of Police 80th Annual Conference, San Antonio, Texas, September 25, 1973.

This morning I have been asked to discuss an issue that is distasteful to all of us, an issue which has given many of us much heartache. Indeed, few other issues have caused the police profession more anguish than this problem: the problem of police corruption.

Although other professions have similar problems in maintaining their integrity, they rarely suffer the intense criticism that is directed at the police. Even though doctors and lawyers are frequently expelled from their professions for reasons of malpractice, few people conclude from these cases that all doctors or all lawyers are blameworthy. Yet many people do conclude, on the basis of one police corruption scandal, that all policemen are corrupt. It is understandable then, that we, as a profession, have often been reluctant to discuss corruption. Indeed, the topic has been taboo for public discussion. We all knew it existed -- but it was something to be kept in the family.

The effect of this silence was that we tended to ignore the problem and responded to it only when forced to do so. In 1973, however, I believe that we can say with pride to the communities that we serve that police administrators

have become more willing to deal openly and honestly with this real problem. The pages of our professional journals contain more articles about corruption. One book after another is published--with police assistance -- about corruption. And we meet here today to consider corruption in a public setting.

In recent months, the Watergate affair has displaced police corruption from stage center of the national news media. Perhaps this is as it should be, for the tragedy of Watergate has dramatically demonstrated the potential for corruption created by any great concentration of power. We should, however, continue to be more concerned about the corruption of the police than about corruption of any other agency, including the White House. As a chief justice of the United States has pointed out, the police officer is given more power by our society than even the President himself. Only the police have the power to deprive Americans of our most precious value--personal liberty. Any corruption of that power should be the most serious national concern.

And police corruption is indeed a national concern. In 1973 alone, police officers have been arrested for bribery in every region of the country, in big cities, suburbs, and small towns. We can no longer comfort ourselves with the idea that corruption is unique to the older departments of east coast cities. Even though there is much variation between departments in the extent of corruption, it has become clear that some corruption is a problem endemic to police work anywhere.

Why is there police corruption? There are many reasons, and the historians, psychologists and sociologists have debated them at great length. Clearly though, no one group or institution is solely to blame: legislators, politicians, businessmen, and even the general public have all contributed to the problem. But it is ultimately always the chief police administrator who is held responsible for the integrity of the force.

Briefly let me offer some of my thoughts to you concerning both the "outside" and "inside" sources which contribute to the continued existence of police corruption -- and then some additional ideas about what police administrators can do to alleviate some of the causes.

The business community through the ethic of "anything for a price" has established a climate in which corruption is rationalized as just something "everybody" is doing. This ethic has lead businessmen into being a major source of corruption, offering bribes to the policemen who forget about alcohol, health, and building code regulations that interfere with profit.

The political system and its politicians are also to blame. The ethic of "anything to stay in office" fosters a cynical atmosphere in which corruption can thrive. The improper influence which politicians often place on police administrators makes matters even worse, convincing policemen that nothing is "on the level."

Next we should look to the general public. As voters, the public helps to maintain a host of unenforceable laws -- or "victimless crimes" -- which

organized criminals gladly bribe policemen to ignore. And, as motorists, the public itself bribes policemen who will grant the privilege of driving a little faster or parking more conveniently.

Even though many others share the guilt, police administrators cannot escape blame for corruption. As a professional community we are beginning to acknowledge and discuss the problem in general, but as individuals many of us are still reluctant to deal with our own problems -- until forced to do so by outside pressure. The hallmark of a profession is not only its ability to police itself, but also its willingness to do so.

Although there are those who feel that the concern for corruption control should take second place to "more important" concerns, my reply is that there is no concern more important. For in many cases, everything else that a police administrator tries to do depends on what he does about corruption.

Let me clarify the case for making corruption control the police administrator's top priority. This does not mean that the size of internal affairs units should be increased tenfold, or that new crime-control programs should be postponed until corruption is cleaned up. It does mean that whenever there is a playoff of priorities between, for example, corruption control and satisfying union demands, or between corruption control and political demands for certain enforcement priorities, the police administrator should "bite the bullet" and choose in favor of corruption control. He may need to devote only a small

fraction of his time to the issue, but he should assess every policy decision in terms of corruption control and use that assessment as his ultimate guide to policy.

What does all of this mean in specific terms? Assuming that a police administrator does make corruption control his number one priority, how can he best cope with corruption? Despite the failure of many well-intentioned approaches to this problem, the history of police reform does suggest some ideas that might have high payoff value.

Perhaps the most important step is for the police administrator to communicate his unequivocal stance against corruption to the entire department. Let the word go out to every precinct house, to every detective squad room, to every command and every officer on every post: dishonesty will not be tolerated in any form. It appears that no other threat or administrative procedure is as significant in setting the tone of a police agency as the pronouncements of the top official. Yet these pronouncements against corruption must be characterized as something other than an attack on all the personnel. Though clearly no easy chore, the anti-corruption program should be presented as supporting the majority of dedicated, honest policemen.

Secondly, this same message must be delivered to the public. The primary point is that it takes two to bribe: those who accept bribes, and those who offer them. The two are equally guilty. Making that point before such local associations as hotels owners, the restaurant industry, and the Chamber of Commerce

could be the first step in an industry-wide effort to abandon bribery as a way of business.

The public should be put on notice that it is no longer "safe" to try to buy a policeman.

For years, honest policemen have rebuffed bribery attempts by saying, "You can get into trouble for talking like that." However, in New York and other cities, policemen are now being encouraged to respond with, "You are under arrest." In 1969, in New York, only 56 citizens were arrested for attempting to bribe a police officer. In 1972, police officers arrested 670 attempted bribers. As more honest police officers realize that a bribe offer is not only an insult to their professional integrity but a felony as well, more corruptors might face the scales of justice.

Third, a police administrator should make sure that he has an effective administrative structure. A command structure of decentralized decision-making that lacks accountability invites corruption, but a structure that over-centralizes decision-making invites apathy and inaction among the field commanders. Regular "line" attention to controlling corruption can only be achieved by a delicate balance between decision-making power and performance accountability, right down the hierarchy.

Fourth, a police administrator must take the offensive against "victimless crimes," the laws controlling private morality that provide the major source of police corruption. He cannot change the law, but he can exercise discretion in how to enforce the law. The New York police have dramatically changed

their enforcement of the Sunday blue laws and low-level street gambling. They still respond to public complaints about those crimes, but they have abandoned the policy of trying to universally enforce some unenforceable, corruption prone laws. Thus, through careful use of discretion, many opportunities for corruption can be removed.

Fifth, an internal affairs unit is essential for every large police department, even though its value is limited. In the larger society, the police are only a last resort for coping with a crime problem created by such basic factors as poverty, unemployment, and discrimination. Just as the police alone cannot be expected to prevent and control all or even most crime, internal affairs units cannot be expected to control most police corruption. But just as an absence of police in society would permit even more crime, an absence of internal affairs units encourages even more corruption.

The sixth step: police administrators must find ways of making the legitimate rewards of good police work competitive with the illegitimate rewards of corrupt police action. Criminologists have suggested that each of us occupies a different place in the social structure of opportunities -- both legitimate and illegitimate. When the legitimate opportunities for advancement in life are few, and the illegitimate ones are many, it is not surprising that an individual turns to crime.

If we look at policemen in this way, we see that the legitimate opportunities for advancement -- promotion, greater responsibility, and greater pay -- are

often quite few. Certainly the vast majority of policemen are "20-year losers," never reaching a higher rank than patrolman. On the other hand, corruptors provide many illegitimate opportunities to policemen.

The control of corruption involves removing the illegitimate opportunities which encourage corruption, and creating more legitimate opportunities for police pride and self-respect which discourage corruption.

Difficult as it is to remove opportunities for corruption, the first five steps already outlined can do that much more effectively than they can develop legitimate rewards for good police service. In order to compete with the rewards of corruption, the creation of legitimate rewards requires other major changes in police organization.

We must rethink and reshape the job structure of police work. No other profession with so much responsibility and pressure structures itself so that two-thirds of its members are in "dead-end jobs." The patrolman is truly the backbone of the police service, and our rewards system ought to be able to recognize good performance of patrol duties without removing the officer from patrol duties. If we make all of our good patrolmen into supervisors or detectives, who is left for good patrol work? If the "Master Patrolman" idea does not provide the full range of rewards that is required, then it should be amplified and sophisticated. As the Crime Commission noted, we have had too much emphasis upon seniority, experience and written examinations and not nearly enough emphasis on good performance. In order to increase the legitimate opportunities of police work as motivation against corruption, we

must both define more clearly what "good performance" is, and then make sure that good performers will be rewarded.

These six steps:

- telling the force your stand on corruption
- telling the public
- demanding the accountability of supervisors
- selectively enforcing victimless crime laws
- establishing an internal affairs unit, and
- establishing legitimate rewards for good police work

are only a beginning. Many, more complex tasks are also necessary: revising the military model of police organization, reshaping the job structure of police officers, making leaders out of supervisors -- the possible list is endless. But no matter how endless the possibilities for improvement -- the beginning must be this: corruption control must be the number one priority of every police administrator.

The "rotten apple" theory won't work any longer. Corrupt police officers are not natural born criminals, nor morally wicked men, constitutionally different from their honest colleagues. The task of corruption control is no longer for the Internal Affairs unit to ferret out individual offenders. The task of corruption control is to examine the barrel, not the apples-- the organization not just the individuals in it, because corrupt police officers are made, not born. Gentlemen, I realize that dealing with the barrel is not an easy task, but it is clear that it is the barrel -- not the apples in it -- that is the basic problem.

Finally, I would stress that all of this is only one man's view of the corruption problem. Many different views could be presented, and many of us will no doubt be in disagreement, but the important thing is that these views are being presented and examined in the light of day. Police leaders have much wisdom to share at gatherings such as this one, but little can be shared if a subject is taboo. Unless we share our thoughts and take action on keeping our own house in order, other people will do it for us.

Thank you.

END