

# How to Organize and Operate A Citizens Crime Commission

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*The National Association Of Citizens Crime Commissioners*

**HOW TO ORGANIZE  
AND OPERATE  
A CITIZENS CRIME COMMISSION**

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The  
National Association of Citizens Crime Commissions  
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Atlanta, Georgia

## **Dedication**

**To the thousands of good citizens who give unselfishly of themselves and their material resources in the fight against crime and corruption through the Citizens Crime Commissions, this Manual is dedicated.**



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## Foreword

Crime is the concern of every good citizen. Its full effects, in terms of human misery and destruction of life and property, are immeasurable. Its influences may be both subtle and deceptive. As our physical bodies adjust and eventually tolerate germs and even deadly poisons in less than fatal amounts, so there is a tendency for good citizens to tolerate crime in ever-increasing doses and to live with conditions once considered intolerable. It always is easier to not be involved.

It is easier. But it is fatal.

There are ways to fight back, to resist the corruptive forces of crime. Thousands of citizens have joined in the movement to help fight crime, to insure that the criminal justice system functions properly, to contribute to good law enforcement, fair and impartial administration of justice, and to build respect for the law, which is the foundation of a wholesome society.

These citizens have organized crime commissions in communities in many areas of the United States. The commissions are composed of citizens and run by citizens, acting within the law. They have proved effective in battling crime and corruption, in cleaning up intolerable conditions and in making their communities better places in which to live and work. They recognize that even though professional law enforcement personnel may be employed, courts funded and correctional systems adequately financed, the citizen has not surrendered his responsibility of citizenship to obey the law, to promote respect for the law and to help build and maintain a decent community and nation.

This manual is the story of such citizens, and it is appropriate that it be expressed in terms of how to organize and operate a citizens crime commission. For this is the ultimate weapon against crime: the citizen who won't take it any longer, who acts—today!

It is the hope of the National Association of Citizens Crime Commissions that this manual not only will provide useful information and guidelines for the formation and operation of citizen commissions, but that

the examples of other Americans fighting the daily, unglamorous, tough battles against crime will serve as an inspiration to concerned citizens throughout America.

It won't be easy. But citizens working together in their own communities can turn the tide against crime in this generation. And that is more than worth what it will cost in money, time, energy and unselfish dedication to a worthy cause.

Aaron M. Kohn  
President  
National Association of  
Citizens Crime Commissions  
1974

James L. McGovern  
President, NACCC, 1972-73

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The Association wishes to give particular recognition to James L. McGovern, the NACCC past president whose imaginative thinking and planning produced the concept for this Manual and led to its publication. Through his dedicated efforts the Association developed its program of technical assistance in organizing new citizens commissions.

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**Part 1**

**Organization**

## CHAPTER ONE

# Crime and the Citizen

Crime is everybody's business. In some form and to some degree it touches the lives of all Americans, from the helpless victims of a robbery, rape or burglary to the unwitting businessman who engages in a transaction with today's sophisticated front men for organized crime syndicates. Crime squeezes and strangles the economic and moral lifeblood from communities when it is free of the restraints imposed by alert and capable criminal justice systems supported by an informed and involved citizenry.

The corruptive pressures of crime are constantly being applied to soft spots in the criminal justice system, while its corrosive effects eat at the roots of private enterprise and the economy.

Crime's rate of growth has far outstripped that of the population and other important indexes. Between 1967 and 1973, for example, reported crimes swelled by fifty-five per cent and the rate of increase by forty-seven per cent, while the population of the United States gained a total of only five per cent.

These statistics, based on police and other law enforcement data, do not reflect all the crime but indicate that the risk of becoming a victim of crime increased by forty-seven per cent during a five-year period. A survey of a representative sample of Americans in 1973 indicated that one in five persons was victimized by crime during a one-year test period. For central cities, the rate was one in three.

In reality, every citizen is a victim of crime.

"No matter who you are, crime has its hand in your pocket," is the way the Chicago Crime Commission describes the effects of crime in the commission's report on crime.

Every citizen has to pay more in taxes because of the costs of crime; he helps pay for black marketing, loss of consumer purchasing power to gambling and other rackets, and higher prices because of thefts and other crimes, and higher cost of doing business, such as insurance rates and security systems.

Costs of crime are staggering. When the drain of organized criminal activities such as gambling, narcotics traffic, vice, usurious loans or "juice" rackets and cargo thefts, burglaries and hijackings and robberies are combined with more subtle forms such as embezzlement, the bleeding of legitimate businesses infiltrated by criminal elements and the shrinkage of inventories from white-collar, or employee, thefts together with the costs of maintaining ever larger police forces, courts and prisons—then the costs of crime begin to take on their true perspective. The effects of crime are felt everywhere, from the prices the consumer pays to the reduced profit margins of the businessman.

Crime contributes to inflation. Thefts, pilferage and other shrinkage of inventories, bad checks and other forms of crime together with higher costs of insurance and police protection, extra security personnel and sophisticated security systems all play a part in pushing prices up. Growing police budgets, bigger courts, more judges, new jails and prisons, special street lighting are all part of the costs of crime.

Organized crime has a tremendous economic impact, not only in terms of illegal activities directly but also in the diversion of consumer spending which robs local, state and federal tax tills of billions of dollars in lost revenues and tax evasions.

Evidence of the scope of criminal operations continues to surface. For example, raids by law enforcement agents uncovered thousands of pinball and slot machines in New Orleans, Louisiana. Authorities in Kansas City, Missouri cracked an organized-crime operation responsible for some 20 murders over a two-year period, the control of heroin traffic in black ghettos and numerous bank robberies and vice operations. In New York, details have been disclosed of widespread payoffs to police officers for protection of criminal activities in gambling, vice, liquor retailing and other areas.

Scientific studies confirm the pervasive character of criminal operations. Researchers in Illinois found that "large-scale organized crime, both outfit-connected and non-outfit, exists in all major Illinois communities though in somewhat differing degrees."

*A Study of Organized Crime in Illinois* by IIT Research Institute and the Chicago Crime Commission reported on underlying problems in the spread of organized crime:

It persists and prospers because it caters to the desires of citizens for illegal goods and services. It persists and prospers because it is not unacceptable to the power structure in these communities. It persists and prospers because it has corrupted a sufficient number of influential politicians and criminal justice system officials to maintain its protected status.

There is little doubt that a continuing conspiracy exists between racketeers, certain politicians and some business, labor and govern-

mental officials to maintain the organized rackets and otherwise extract unearned dollars from both willing victims and unknowing or helpless customers and electorates.

The key organized crime activity indicated in this study was gambling; trailed by narcotics traffic, truck hijackings and dock thefts, loan rackets, labor racketeering, "fencing," or illegal sale of stolen property, and the infiltration of legitimate businesses, notably restaurants and taverns, and the vending machine business.

Although direct losses from crime run into billions of dollars annually, even more damaging in some respects is the toll in fear, psychic damage and mistrust among citizens.

Where organized crime has acquired a stronghold in a community, citizens often are fearful of talking about it or taking action against it. Fear of detection stalks the criminals, while fear and distrust of the political and criminal justice systems neutralize or paralyze citizen resistance. Significantly, in the Illinois study, a large majority of the citizens contacted in the survey expressed belief that governmental officials and criminal justice agencies were being corrupted by criminal elements.

Regardless of whether such beliefs are founded in fact altogether; the impressions themselves contribute to fear and distrust among the people, adding to the spirit of reluctance to take up the fight against crime.

But by far the strongest documentary evidence supports the view that crime and its effects are much more extensive and pervasive than is generally realized by the public.

"Organized crime exploits the workingman, extorts the legitimate businessman and bleeds the general public," reported Virgil W. Peterson, author and lecturer on crime, former agent of the Federal Bureau of Investigation and former executive director of the Chicago Crime Commission. In *Rackets in America*, Mr. Peterson emphasized the scope of the problem: "A sneering, contemptuous and arrogant underworld composed of blackmailers, extortionists and murderers has been able to control substantial segments of our economy."

This recognized authority on organized crime warned: "The political implications of organized crime are undoubtedly the most formidable obstacles to the elimination of this disgraceful American problem... The problem of organized crime in this country is so vast and its evils so great that programs of action to destroy it are imperative."

From inside the councils of organized crime, comes a grim and chilling message. Vincent Charles Teresa, once a top Mafia mobster and later informer for federal investigators, helped send dozens of fellow racketeers to prison. He warns:

The mob is a cancer on this land. Don't think for a moment it isn't.

It's worming its way into every legitimate business you can imagine. It's a house guest when you sit down to eat because a lot of the food is manufactured or distributed by mob-controlled firms. It reaches into your pocketbook when you go to a racetrack, buy a dirty book, sit down at a swanky restaurant, sleep in a motel or hotel, or deal with some banks. It costs you money when your food or lumber or television sets are transported in mob-run trucks or when a truckload of cigarettes or liquor is hijacked because that's tax money that should have eased your burden.

There isn't anything the mob doesn't touch. They reach congressmen just as quickly as they reach statehouses and police precincts. They corrupt businessmen and unions, you name it. And unless the public smartens up, unless the news media keep pounding away at the threat the people face from the mob, one day it's going to reach its greedy hand into the White House...There isn't a state in the Union where the mob doesn't have influence. They have stolen so many billions in securities that you can't dream that high, let alone count. And just because some of the top mob guys have been thrown in jail doesn't mean things have slowed down. I can't give you any easy answer about how the mob can be wiped out. I'll tell you one thing though: Eliminate their profits from bookmaking and numbers, and you have them on the ropes.<sup>1</sup>

Organized crime has demonstrated the ability too often to conceal itself from its victim, the general public. Time and again the mobster attains acceptance in the community at large through such means as generous contributions to charitable causes, association with persons of generally good reputations, elected officials who may defend him openly or behind the scenes and through investments in a deceptive "front" business enterprise.

Faced with the magnitude and pervasiveness of crime, the average citizen feels there is little or nothing that he can do about it. *Yet the citizen holds the key*, a fact that has been documented in study after study. Presidential commissions have confirmed this fact. The National Advisory Commission on Criminal Justice Standards and Goals in its January, 1973 report entitled, "A National Strategy to Reduce Crime," declared: "The criminal justice system depends on citizen participation," and, "Action by private citizens is at the heart of community crime prevention."

Illinois researchers concluded that "massive public support" is imperative in waging war against organized crime. On the basis of years of practical experience, Aaron M. Kohn, managing director of the Metropolitan Crime Commission of New Orleans, has written:

"For those cynics who wail 'You can't beat City Hall,' or 'I'm just

<sup>1</sup>Teresa, Vincent Charles. *My Life in the Mafia*. Doubleday & Company, Inc., New York, 1973, Page 345.

one person and can't do anything about it,' we can say only, 'Open your eyes,' for about us can be observed the potent effect of the too-few citizens who genuinely care about their community—who recognize within themselves the real dignity and worth of the individual and themselves to the citizen role in government."

## CHAPTER TWO

### Citizens Fight Back:

#### *History of Citizens Crime Commissions*

When criminal elements have gained control of cities or towns with the assistance of corrupt law enforcement and political officials, or without it, their own greed and contempt for the law have inevitably led to excesses that ultimately provoked open resistance by decent citizens and community leaders. Most often the businessman is found in the front ranks, keenly aware of what high crime rates, fear and violence can do to the economic growth of a community.

America's history offers many examples of citizens organizing to stop widespread lawlessness and corruption in public offices. During the turbulent frontier era, vigilantes sometimes took the law into their own hands and lynch mobs dealt a swift if unlawful vengeance upon outlaws and criminals, both real and suspected. Such action by citizenry, while at times effective in the past, never has been able to stand the test of society based on law, with guarantees of fair and impartial trial and presumption of innocence.

Because of the American form of government and the nature of the typical criminal-political alliances necessary to large scale rackets operations, organized community resistance usually is required to restore law and order. "Some form of citizen group action becomes virtually imperative," asserts Virgil Peterson on this point. It should be obvious, however, that only legal activities are contemplated.

As early as 1878 citizens banded together in New York to organize the Society for the Prevention of Crime and expose the notorious Tammany Hall corruption, resulting in its eventual defeat.

The first citizens crime commission was organized in January, 1919 in Chicago upon the recommendation of a special citizens committee appointed by the Chicago Association of Commerce. The original committee was formed to investigate and report "upon the prevalence and prevention of crime in the city of Chicago" amid public outrage over the murder of two men in a daylight robbery. This commission was charged with studying the suppression and prevention of crime,



supporting the enactment of necessary legislation and the responsibility of serving as a watchdog for the public interest in proper administration of the law.

Within the next few years, citizen commissions patterned after the Chicago commission were formed in several cities, including Kansas City, Missouri; Cleveland, Ohio; Los Angeles, California, and Baltimore, Maryland. Civic, business and professional leaders were the moving force behind formation of these commissions, although the action was that of private groups except for Baltimore where the Board of Trade itself organized the crime commission.

A National Crime Commission was created in 1925 in New York with an executive committee of prominent national figures, including Franklin D. Roosevelt, Charles Evans Hughes, former Secretary of State and later Chief Justice, Frank O. Lowden, former Illinois governor, and Newton D. Baker, former U. S. Secretary of War.

The national commission called for formation of local and state crime commissions throughout the United States and by the end of 1927 there were approximately twenty-six commissions represented at a national conference in Washington. After a few years, however, the National Crime Commission ceased functioning as did most of the citizen commissions formed during the 1920s. In some instances, the limited objectives of the commissions had been achieved but the economic crash of 1929 and the ensuing depression took a heavy toll of casualties among citizens crime commissions.

Renewed interest in this kind of citizen effort came in the mid-1930s with the organization of the Washington Criminal Justice Association and the Citizens Committee on the Control of Crime in New York, Inc., in 1937. In the next decade, however, national preoccupation with the war precluded the channeling of energies into crime fighting programs. By 1948 the citizens crime commission movement again revived with formation of a commission in Miami, Florida. The Crime Commission of Greater Miami came into existence under sponsorship of the Dade County Bar Association and with support from several influential community leaders.

In 1950 the Kansas City Crime Commission was organized upon recommendation of a grand jury investigating organized crime and official corruption. In the same year the St. Louis Crime Commission was created by that city's Chamber of Commerce, and the Dallas Crime Commission was organized by businessmen in the Texas city.

A Kings County, New York grand jury, investigating police corruption in Brooklyn, made a recommendation leading to the creation of the New York Anti-Crime Committee in 1951. Almost simultaneously, the Philadelphia Crime Commission was organized.

Still others were formed as interest mounted under the spotlights of local and national investigations into organized crime, dramatically underscored by the work of the Special Senate Committee To Investigate Organized Crime which opened hearings in 1950.

The Senate Committee's public exposure of the wide-ranging dimensions of organized crime gave strong impetus to the citizens crime commission movement. Commissions were organized in New Orleans; Wichita, Kansas; Atlanta; Phoenix, Arizona; Tarrant County-Fort Worth, Texas; the Mississippi Gulf coast; Chattanooga, Tennessee; Tulsa, Oklahoma; Lake County, Illinois; Tucson, Arizona, and Burbank California. The commissions ranged from full-time, professionally staffed operations to all-volunteer and part-time operations.

Recognizing the need for a national liaison in their efforts, leaders of various citizens commissions held a national conference in Chicago on October 15 and 16, 1951. A second national conference in New York on November 6, 7 and 8, 1952 produced the National Association of Citizens Crime Commissions (NACCC).

The NACCC serves as a clearinghouse for disseminating and exchanging information about criminal activities and various programs for combatting crime. It also functions as a convenient cooperative vehicle for assisting in the organization of new citizens crime commissions. Through its president and executive director, the NACCC has actively sought to foster greater citizen involvement in resisting crime and helping expose official corruption. A growing library of reports, research information and program materials is part of the NACCC's resources for use by commissions and interested groups or individuals.

Membership in the national Association is entirely voluntary and member commissions retain complete autonomy after joining the Association.

Annual conferences of the Association in conjunction with seminars and special research projects are designed to assist member commissions expand their local programs and their awareness of regional or national crime problems. It is a forum for meaningful exchange of ideas, information and even intelligence on criminal operations.

By pooling resources and drawing on the experiences of seasoned executives of long-established and successful citizens commissions, the NACCC provides material assistance in organizing new commissions. The national Association is able to utilize effectively the talents of staff members of various commissions while also offering direct assistance by the NACCC executive director and staff.

## CHAPTER THREE

### Organizing the Citizens Commission

Organization of citizens commissions invariably stems from local conditions of crime and/or corruption. The citizens commissions are chartered or incorporated as nonprofit, nonpartisan, nonpolitical, fact-finding bodies acting in behalf of law-abiding citizens generally and the interests of the community at large.

Purposes of the commissions include the monitoring of law enforcement agencies and public officials with respect to crime control and the administration of justice; the fostering of public interest in and support of criminal laws, honest government and a strong, properly functioning criminal justice system, through various educational and informational activities; and the carrying out of scientific, objective research into all facets of the criminal justice system.

Describing what a citizens crime commission is and isn't, Max H. Miller, former chairman of the NACCC Board of Directors and a founding member of the Wichita Crime Commission, has told other citizens groups in their organizational stage:

"It is not a group of do-gooders, although it does much good. It is not a group sitting in judgment of community morals. It is not a vigilante group. It has no authority, no extra-legal rights.

"It is an organization of community citizens, usually business and professional men, who hire a professional staff to conduct a continuing audit of the work of public officials with emphasis on those charged with enforcing the law. It is a cooperative effort."

Senator Estes Kefauver, who headed a Senate rackets investigating committee, strongly supported citizens commissions, and the Kefauver Committee in its report said: "The function of a local crime commission is to provide both knowledge and guidance. Its task is to expose pitilessly the racketeers who grow fat on crime and their allies in law enforcement and in political organizations."

Typical organization of a commission begins with the nonprofit, nonpolitical charter. The commission does not attempt to play the role of police officer, prosecutor, judge, probation or penal officer or any other

official function. Rather, the citizens commission neither assumes nor exercises any more rights, privileges or legal standing than any individual citizen. There is no room for illegal, extra-legal or questionable activities in the work of the citizens crime commission. Illegal means of achieving the ends of justice are not countenanced by the NACCC member commissions.

Principal weapons in the commission's arsenal will be knowledge that comes through research and investigation, information that is prepared in clear and understandable form, and the power of public opinion which is translated into action by dissemination of information.

Membership usually consists of a broad cross-section of top-level business and professional executives, who set the policy and decide what the major program activities will be. Members pay dues or make contributions to help fund the commission which also will receive contributions from other civic-minded citizens and institutions. Officers of the commission are elected by the membership which meets at least once a year, while the board of directors meets more frequently to carry on the work of the commission.

Public officials, candidates for public office, law enforcement officers and others in the criminal justice system and government or politics may be excluded from membership as a safeguard against conflicts of interest or loss of objectivity, impartiality or independence. For the same reasons, news media representatives may be excluded. Commission policy varies, however.

#### NEED FOR A CITIZENS COMMISSION

Determining the needs of the local community is a first step toward organizing a citizens crime commission. Needs will vary from one community to another; each city has its own particular and sometimes unique problems. There may be intolerable conditions of crime and ineffective law enforcement. But even when there is no glaring organized crime operation or blatant corruption of public officials, a deeper look may reveal serious conditions which will warrant action. Some crime commissions were organized as preventive measures.

Is there widespread crime or corruption in your community? Is the crime rate continuing to rise? Are the law enforcement agencies and criminal justice system meeting the needs of the community and its citizens? Is accurate, complete information such as trends in arrests and convictions, trial delays, continuances and dismissals readily available to the public? Do the responsible citizens know what is going on in the criminal justice system?

Those are some questions that should be asked and answered in determining the need for a citizens crime commission in a community.

In the judgment of crime commission members and leaders with many years of experience in this field of work, every community needs a citizens crime commission to either correct intolerable conditions or prevent them.

Aaron M. Kohn, long-time managing director of the Metropolitan Crime Commission of New Orleans, has said this:

"Any metropolitan community which does not now have local and state agencies of government at work gathering intelligence about the individuals and organizational patterns involved in organized crime, with public officials evaluating constantly accumulating intelligence to devise tactical applications of the law against those criminal offenders, is in need of a citizens crime commission to develop incentives for such governmental action at a local level."

Senator Kefauver declared:

"We can beat organized crime if all good citizens will open their eyes to the danger we are in. We can beat it if we recognize the unholy alliance of criminals and their 'respectable' front men for what they are—hoodlums and despoilers...The job, of course, is primarily a local, not a federal, responsibility, and without the backing of citizens on the local level no laws, state or national, can be effective."

Although most commissions now existing were organized to deal with serious problems of crime or corruption which already were known, some other commissions were formed as preventive measures but once the investigative work began it was discovered there were problems needing immediate attention and correction. In one city, business leaders organized a crime commission with the express purpose of preventing the kind of criminal racketeering that had infected a number of major cities. Yet one of the organizers of the new commission later reported: "Less than a year of professional investigative work showed that it was too late for just prevention, for although it was small, the rot of corruption in local law enforcement had already set in." Evidence of collusion by law enforcement officials in the operation of local gambling places was uncovered, as well as an attempt by crime syndicates to move into the city and link up with mobsters in other cities.

In assessing need, it should be recognized that gambling in various illegal forms, principally numbers and bookmaking together with vice, narcotics traffic and "juice", or usurious loan rackets, is widespread, with no community immune from these underworld enterprises which constitute the lifeblood of parasitic criminal forces, whether they are called the Syndicate, Cosa Nostra, Mafia, or local hoodlums.

Often a pressing need exists for an intelligence network that will permit law enforcement agencies in a community or area to obtain, filter, process and file, then disseminate confidential information about known

criminals, their associates and activities. Lack of cooperation and coordination is a major problem in law enforcement efforts to stamp out organized crime. For example, James L. McGovern, past Executive Director in Atlanta, commented, "The Atlanta crime commission found there was no organized crime intelligence operation among various police agencies in the metropolitan area." The commission took a leading role in setting up an intelligence system. Within a few months, the new operation was responsible for identifying and thwarting a scheme by a West Coast company with racketeer connections to arrange a multimillion-dollar business loan in Atlanta.

Criminal elements may become involved in virtually any kind of business or activity if it is lucrative enough, regardless of whether it is legal or illegal. The test may be whether or not the activity serves a useful purpose for the criminals, such as cloaking front men with respectability or "laundering" money derived from illegal activities.

Racketeers have found openings in labor unions on local and national levels. They have moved into the liquor business, with the attendant bribery and corruption of governmental officials responsible for issuance of licenses and regulation of taverns, nightclubs and other places selling liquor.

Underworld control of pornographic materials, from smut books to obscene movies, also has been documented. Trafficking in narcotics is another favorite racket to fill the coffers of criminals.

Sometimes there is a need for public exposure of companies that knowingly profit from dealing with racketeers. The need for rooting out and exposing corrupt practices in the criminal justice system or public office is always present.

Improvement or reform of the criminal justice system may be a critical need. It is a continuing objective of all crime commissions. The citizens group seeks to upgrade law enforcement through expansion of police forces and improved training, higher standards of professionalism, increased salaries and benefits. Reform of courts and the judicial processes in order to make the administration of justice more efficient is another major goal.

Citizens commissions often find urgent needs for improving police training and standards, correcting weaknesses in the prosecution system, and the whole area of probation and parole, prisons, treatment of juvenile offenders, drug abuse, alcoholics, and the public defender's office.

In addition to research and investigation, legislative action may be required to remedy these problems.

Among the most significant efforts of crime commissions is the gathering and reporting of information. Citizens generally need more

information about crime and performance of the criminal justice and political systems. Businessmen in particular need to be better informed about organized crime's infiltration attempts and how to combat crime in their business operations.

No greater need exists than that of providing factual, impartial information to the public with respect to crime, criminals and the conduct or performance of those in law enforcement and other areas of public service.

Identifying the needs of the community, therefore, must have a place in the early stages of organizing plans for the commission. Facts about the problems and needs of the community should be collected for use in discussing the proposal for creating a commission as a means of generating greater interest.

#### DESIRE FOR ACTION

Closely allied to the question of identifying needs is that of the desire for action by citizens in the local community.

One citizen or a few citizens, if they have leadership abilities, may be the spark to kindle interest in forming a crime commission, but without this local initiating impetus it will be difficult and perhaps impossible to engender the necessary support in the community.

Public apathy is one of the root causes of widespread crime. Apathy, however, can be changed to awareness, and awareness to action. One, two or three concerned leaders in a community are enough to begin the process of change.

One person can make the difference.

The importance of citizen action has been emphasized by Senate committees and presidential commissions as well as leaders of business, industry and the criminal justice system. The President's Commission on Law Enforcement and the Administration of Justice has recommended creation of permanent citizens crime commissions to combat organized crime, to provide enlightened opposition and resistance to the growth of organized crime and its alliances with politics, community leadership to evaluate governmental efforts, educate the public and bring to focus public sentiment for high standards in criminal justice and governmental operations, while keeping watch on courts and police performance, and assist business in preventing infiltration by organized crime.

Writing in the Annual Report of the Chicago Crime Commission, Richard B. Ogilvie, then Governor of Illinois, described the Chicago commission as a "major force of citizen involvement in crime control." A member of the Chicago commission prior to winning election, Governor Ogilvie wrote: "As crime rates soar and more young people

are involved in crime, the role of citizens crime commissions and all citizens must be enlarged if there is to be effective action in cooperation with government agencies."

#### PREPARATION FOR ORGANIZING

A vital preliminary step is preparation for organizing the citizens commission. This preparation should be designed to meet objections, answer questions and provide significant information bearing on the proposal to organize a citizens crime commission.

Preparation should include:

1. Familiarization with the crime commission concept, functions and role in a community.

2. Consideration of how the citizens commission concept should be applied to the given community.

3. Preliminary examination of objectives and purposes. The setting of objectives, which will be expanded upon in another section, is of paramount importance in crystallizing the role of the commission and developing support for it.

4. Gathering information from official and private sources relative to the extent, nature and effects of crime and inadequate, ineffective or dishonest performances by law enforcement or criminal justice agencies. Methods of obtaining information may range from conversations and discussions with knowledgeable persons in business and professional fields, the news media, respected members of the legal profession, grand jury foremen and former grand jury members, civic organizations and research groups to the official reports of police departments, city or county governing bodies, grand juries and possibly newspaper files.

It will be useful to set forth at least the major points in written form, as a means of emphasizing important facts and statistics regarding local conditions.

#### IDENTIFYING THE LOCAL LEADERSHIP

Essential to the success of the commission is a strong local leadership. It must be identified at an early stage. Generally the most receptive and effective leadership is found among high level management of business and profession, the leadership that gets involved in community affairs and civic betterment, leadership with strong influence in the community.

This leadership must be committed to the progress and improvement of the community at large as well as the protection of its own economic and social interests. It must be willing to get involved in controversy if that becomes necessary in the commission's work, and it must be willing to finance the commission. At the same time, the leadership must not include any persons who would use the commission for personal or

political gain. The Commission should avoid any action that could give rise to suspicions about the motives of the organizers. Especially to be avoided is any person with grudges or a personal axe to grind.

The type of leadership which is at the forefront of citizens crime commissions is described by the former Chicago commission executive director, Virgil Peterson, in these terms: "Men who cannot be ridiculed as impractical idealists or longhaired reformers, but hard-headed, clear-thinking businessmen."

It should be recognized that finding effective, genuinely interested and committed leadership will not be an easy task. It will be impossible unless the time and effort are taken to identify the leadership that can make the commission succeed.

#### CONTACTING OUTSIDE LEADERSHIP

After the major needs and problems have been identified, the necessary supportive data gathered and a leadership core identified, then it may be helpful to contact the National Association of Citizens Crime Commissions for discussion of the approach and further steps in organizing, e.g., whether to bring in outside crime commission consultants and when. The NACCC's executive director is available for assistance in organizing the new commission. Officers of the Association and of established commissions also are available. However, it may be advisable to avoid any outside involvement until a leadership group has met and agreed upon the need and desirability of establishing a citizens commission. It should be kept in mind that local leadership usually prefers to handle its own community's affairs and may resent intrusion of outsiders unless the proper preparation is made and assistance from non-local sources is explained properly and timed carefully.

#### PREPARATION AND SPONSORSHIP

The importance of thoroughly laying the groundwork for the first organizing meeting derives from the necessity of involving strong local leadership in order to have a successful program. Not only is this crucial from the standpoint of effective operation of the commission and realization of its goals, but the caliber of leadership relates to the vital matter of raising adequate funds to operate the commission.

In preparing for the first organizing effort, the information obtained from various sources should indicate whether a commission is needed because of (1) existing conditions of crime and/or corruption, or (2) the positive effects of an independent auditing organization to serve as a citizens watchdog and work to maintain a wholesome community.

The question of sponsorship should be considered. In some circumstances the sponsorship of an established organization is desirable, if



not imperative. Chambers of Commerce have sponsored citizens crime commissions in some cities—Chicago is an example. Generally the sponsorship is in terms of organizational and moral support, not financial. A bar association may be the sponsoring agency, or a grand jury, or special committee. Atlanta's commission was organized upon recommendation of a special study committee headed by a federal district judge and appointed by the mayor.

Such sponsorship can be invaluable in rallying membership and financial support for the new commission, as well as encouraging favorable public opinion for commission programs and objectives. It is not essential, however. The essential ingredient is a group of committed citizens who realize the needs and are able to involve other community leaders in the effort—and raise the necessary money.

The question of financing the commission must be faced early in the planning and discussion: What will be the approximate, minimum costs of a commission operation with a full-time staff for one year, for three years? Is there likely to be support forthcoming for the first three years? These and other questions relating to funding will have to be answered fully in later organizational stages.

#### ORGANIZING THE FIRST MEETING

After preparatory steps are taken and leadership identified, then key persons should be brought together in a preliminary meeting. This may be a small group or if the host is of sufficient prominence and influence the first meeting may attract a larger number of interested persons.

The experience of some of the most successful commissions has shown it is productive to bring together a small group in a private setting for the initial discussion, as the result of personal contact. This group may become the Steering Committee, with a chairman designated at the first meeting. (In one city, a businessman became interested in the need for a citizens commission and raised the question with a friend, another businessman, who called the first meeting in his living room with a dozen of the most influential business leaders attending.)

Organizational meetings have been unpublicized in some instances in order to avoid premature publicity in the discussion stage before positive actions can be announced.

At the meeting, the need for a citizens crime commission should be demonstrated convincingly to the leadership group. Written information may serve to emphasize the facts, intelligence, trends and statistics to show conditions of crime and other problems, particularly the drain on business and economic effects. Sufficient information about citizens crime commissions should be provided to define clearly the nature of the commissions and to answer questions of why a commission is needed in the community.

#### MAKING A DECISION

The Steering Committee may decide to proceed at once with organization of a commission, or the sentiment may be in favor of arranging a second, larger meeting for further discussion. In any event, an effort should be made to arrive at a decision for the next step. Preliminary discussion of the general purposes and objectives of the proposed commission is now in order. The scope of operations, including the matter of a staff, and funding of the commission are other appropriate topics. The question of an annual budget may be discussed as a rough guide for organizing and planning.

#### THE ORGANIZATIONAL MEETING

Assuming that the Steering Committee is composed of prominent, influential and respected community leaders, the enlisting of support from a wider range of citizens will be easier. One successful approach for developing this kind of support is the use of the names of the Steering Committee members on invitational letters to prospective members. Generally, the more respected and prestigious the Steering Committee, the greater the response. Another factor to be considered is the element of exclusivity; when membership is limited, as it is in many commissions, this fact in itself may be an incentive to prospective members.

The invitational letter for the organizational meeting should indicate the general purposes and objectives of the meeting—to discuss ways of dealing effectively with criminal activities and corruption in order to ensure a decent community and continuing economic growth. Planning for this meeting should not overlook a capable, knowledgeable motivational speaker experienced in citizen crime commission work. Here the NACCC or a member commission may be of assistance. Membership applications and/or contribution pledge cards should be prepared in advance.

The format for this meeting, which might include as many as a hundred prospective members, should begin with introductory and explanatory remarks by the Steering Committee chairman and the introduction of committee members, followed by the major, motivational speech and then the immediate distribution of applications and/or pledge cards to meet financial objectives.

Approval of Commission objectives and by-laws also may be voted at the meeting, or a later one. Election of officers and directors should be conducted also.

Examples of organizational meetings:

In Wichita, one businessman contacted another to initiate the crime commission; these two then brought together a dozen prominent business leaders whose names were listed in an invitational letter to nearly

100 other top-level business, professional leaders. The response was good. At the second meeting, a speaker described the concept and work of citizens crime commissions—then each prospective member was asked to pledge \$400 per year for three years in order to put the new commission on a solid financial footing at the outset. As a result, much of the proposed budget was raised, with the balance needed being pledged at another meeting.

In Miami, the crime commission started with 15 members. The Mississippi Coast Crime Commission began with only 11 men meeting in a motel room.

Details of the organizational meeting for the Kansas City Crime Commission illustrate the procedures involved. Establishment of the commission was recommended by a Jackson County grand jury after almost four months of investigation into conditions in the city and county. The foreman of the former grand jury called a meeting, attended by 11 members of the panel. This was the report in the official minutes:

"There was considerable and extended discussion with respect to the qualifications of the proposed membership of the Commission, with the following decisions resulting from the discussion:

"(1) The membership of the Crime Commission should be limited to one hundred citizens of Kansas City, Missouri.

"(2) Contributors to the necessary financing of the Commission should be without limit as to number, and contributions solicited on the basis of the interest and ability of the donors to support the Commission financially for a period of at least three years.

"(3) There should be a board of directors consisting of no more than eleven members.

"(4) The officers of the Commission should be the President, two Vice Presidents, a Treasurer and a Secretary.

"(5) That a pro forma decree should be sought in the Circuit Court of Jackson County, activating the Commission as a non-profit corporation.

"(6) That the membership in the Commission be limited to not more than five attorneys at law, and that it should not include either clergymen, politicians or labor leaders. This limitation was agreed upon for the reason that all of such classifications could not possibly be included; therefore, it was necessary to limit the membership..."

Temporary officers then were nominated and elected to serve until the corporation should be established and regular election of officers held.

#### CHARTER AND BY-LAWS

Citizens crime commissions have no authority to do anything an individual citizen cannot do. This fundamental fact is the keystone of the commission's role and must be understood in order to avoid serious

difficulties or embarrassment. In describing the objectives of the commission, the charter and by-laws may set forth the citizen status of the commission. Legal counsel should be available as needed.

Basic objectives must be given careful thought. They should be stated clearly and concisely, marking out the boundaries of program and policy, while imparting the strong commitment to good citizenship inherent in such an endeavor.

Unless the purposes and objectives of the commission are defined in writing, the efforts of the commission are likely to exhibit confusion and lack of direction which can be fatal to such an undertaking. Moreover, the public will misunderstand the purposes and role of the commission, as will public officials.

Objectives and functions of the Chicago Crime Commission, which has been used as a model for other commissions, are defined as "a nonpolitical, nonpartisan, scientific agency of the people" for monitoring the performance of the criminal justice system, the reporting of findings to the public with appropriate action recommended, and the promoting and engaging in scientific research "within the fields of criminology, law enforcement and the administration of justice generally."

A more detailed statement of purpose by the Kansas City Commission begins with these objectives: "To promote, foster and encourage greater interest by the public in the prevention of crime and the enforcement of the criminal laws, by preparing, assembling, compiling and distributing data and information regarding crimes, criminal laws and criminal procedures and by developing and carrying out a continuing educational and scientific program covering crime, its prevention and punishment."

Other purposes of the Kansas City organization include aiding and assisting, by all lawful means, the various courts and law enforcement officers and agencies in investigation and enforcement of criminal laws; assistance in programs to deal with juvenile delinquency, and to carry out scientific research in criminology and related subjects.

A slightly different approach is taken in communities where there is less emphasis on organized crime. For example, the Mississippi Coast Crime Commission was incorporated as a civic improvement association. Its objectives and purposes are somewhat broader than those of the older commissions. Its by-laws state that the commission shall "act as a nonpolitical, nonpartisan, scientific agency of the people of the Mississippi Gulf Coast region in fostering and promoting integrity and efficiency in all governmental functions of the cities, county and state, and in determining whether public officials and others who are charged with the duties of suppressing, preventing and punishing crime, and the general administration of justice, are performing their duties according to the laws of the State of Mississippi and of the United States."

In deciding to charter a civic improvement association, which functions as a crime commission, the Mississippi organizers were addressing the specific needs of their area, including the need to correct undesirable conditions involving governmental operations not related to law enforcement and administration of justice *per se*. In addition to the usual activities of a crime commission, the Mississippi organization has pushed for improvements in administrative functions of county government and the observance of election laws.

There are many citizen commissions which conduct or participate in civic improvement projects while concentrating on crime and related problems.

#### MEMBERSHIP

Membership in the citizens crime commission should be considered both a privilege and a responsibility, both an honor and a duty, and should be presented in terms of this dual concept. The quality of membership is all-important. It is the members who collectively determine the influence of the commission within the community and, therefore, the over-all effectiveness of the crime commission.

General qualifications of membership are those that would apply to any worthwhile and reputable organization: Basic integrity and good reputation, plus an interest in the objectives and operations of the crime commission, and the capability of contributing to achievement of the objectives and effective functioning of the commission.

Special restrictions, as noted, should apply to both officeholders and candidates for public offices "having direct relationship to law enforcement or the administration of justice," to quote from the Chicago by-laws. To permit such officials or candidates to become members of the crime commission would place them in position of criticizing their own agencies on the one hand and would open the commission to political charges on the other hand, rendering it quite ineffective if not destroying it altogether.

The membership should rank high in public esteem and be representative of the best of the community.

Especially in the organizational stage, Virgil Peterson wrote in the *Journal of Criminal Law, Criminology and Police Science*, November-December 1955, "membership should represent a good cross section of important business, industrial and financial interests, the legal, medical and other professions as well as all vocations which properly have a vital interest in community affairs. It should not be top-heavy with any one type of vocation. This is particularly true with respect to the clergy. While it may be desirable to have clergymen represented in the membership, such representation should not be disproportionate or the commission may be labeled a reform organization intended to improve or regulate private morals."

The size of the commission membership is discretionary. Some commissions limit the number of members, principally as a means of exercising better control over the quality of membership. For years the Chicago commission had a limitation of 200 members but this has been increased.

Careful screening of all prospective members is an absolute necessity, to prevent the infiltration of criminal elements or other undesirable persons. Screening may be done by a special committee, the board of directors or the executive officer, or a combination of these.

The membership process begins with nomination of new members, who must be sponsored by active members of the commission. Names are submitted in writing together with the necessary background information about the candidate's occupation or profession, educational and civic activities. These may be considered by the Membership Committee whose members are knowledgeable about the reputation and standing of their peers in the community; and if necessary, additional inquiry should be made. Approval by the Membership Committee sends the nomination to the Board of Directors for final action under the procedures established by some major commissions.

Corporations and civic organizations may be members or associate members of some commissions, particularly those which make the payment of dues or annual minimum contributions a condition of membership.

Payment of dues is a condition of membership in some citizens commissions, with the amount ranging from a token \$10 per year to \$400 or more annually. All commissions expect the members to contribute to the budget, although it may not be specified as a condition of membership.

The policy of some long-established commissions, such as Chicago, Kansas City and Wichita, is to seek out the highest executive of the major corporations in the city and solicit their membership. The Kansas City board of directors, for example, had 13 company presidents in its membership. Chicago commission operating director John Riordan explains: "If we have the president of a firm, he has committed himself and his company to the crime prevention program to be carried out by the commission."

This general rule may be waived, however, when a commission deems it advisable to bring into its membership the special talents or broader representation of the community, especially when there is the need to deal with such problems as inner city crime and related conditions.

#### RECRUITMENT AND SCREENING OF MEMBERS

Enlisting new members will be a continuing objective of the citizens crime commission, even where the number is limited, as the result of



natural attrition and the need to involve more citizens who meet the qualifications and have an interest in the goals of the commission.

The Crime Commission is founded on the basis of placing a premium on the quality of membership and then enlarging it while maintaining the highest standards. Essential to growth in members are the nature and quality of the commission's objectives and programs—if these are truly relevant to the community needs in combatting crime and corruption, the foundation is laid for sound growth of membership.

The key to gaining members is personal contact by active members who themselves are strongly committed and dedicated to the concept and goals of the commission. There is no substitute for personal contact. It may be in the form of a conversation between friends; it may be a luncheon for a small group, or it may be a letter or a telephone call to a prospective member.

The Membership Committee provides a practical means of recruiting and also screening prospective members. Discussions at committee meetings can produce significant ideas for strengthening procedures and expanding membership. For example, the Membership Committee of one large commission discovered during such a discussion that only a few insurance companies were represented in the commission membership and thus a new field of recruitment was opened.

A fruitful source of prospective members is a list of corporations not represented on the commission. From this list, personal contacts by commission members are made with the appropriate executive officers of the various companies. Individual members also should provide the names of prospective members who are believed to meet the qualifications and share the general objectives of the commission.

Before recruiting is begun, however, the Membership Committee and the entire membership should be advised against premature contact with prospective members. Proper screening prior to any contact will prevent possible embarrassment if a nominee is rejected. Established commissions generally follow this policy as a means of safeguarding against unnecessary problems.

To simplify the procedure, a Nomination Inquiry form may be used by members. It is a confidential inquiry to the Membership Committee chairman, proposing a person for membership. The form has blanks for the name, approximate age, name of company or occupation of the nominee, title, civic activities and reasons for his being nominated. With this preliminary information, the chairman and/or commission staff checks with knowledgeable members, the commission files or other appropriate sources (for example, criminal intelligence sources or business contacts in the nominee's previous city of residence). If the screening produces nothing of doubtful or negative nature, then a

Membership Nomination form is completed, by an active member of the commission.

Now the Membership Committee should recommend election of the new member by either (1) the board of directors, or (2) the commission membership, depending upon the circumstances. As the full membership seldom meets more than once or twice annually, the board of directors can more practicably deal with election of members on an interim basis, with the action effective only until the annual meeting of the entire membership. Election generally is by majority vote, although in some commissions unanimity is required. This is discretionary.

On the basis of long experience of the Chicago commission and other strong commissions, a thorough process for membership nomination and recruitment will include:

1. Nomination Inquiry form is filled out by an active member and submitted to the Membership Committee chairman.

2. The chairman or at his direction the commission staff screens the nominee to make certain he meets high standards of integrity and good character.

3. If the screening is favorable, the active member completes a Membership Nomination form with the appropriate information about the nominee, and submits this to the Membership Committee.

4. The committee recommends for or against election and its recommendation for election goes to the board of directors.

5. The board of directors elects or refuses to elect, by either majority vote or unanimous vote depending upon the local commission's by-laws.

If this procedure is followed, then the sponsoring member now makes his first contact with the nominee and urges acceptance of the membership. At this point, the Chicago Commission's by-laws require the sponsor to present the nominee a copy of the commission's constitution and to specifically direct his attention to the restrictions on political activity by members.

In setting the conditions of membership, the commission may apply prohibitions against political activity by officers while restricting non-officer members from identifying themselves as crime commission members or authorizing others to do so when making political endorsements or participating in election campaigns.

Generally, membership extends from year to year, with the entire membership subject to re-election annually. Loss of membership will result, by action of the board of directors, from violation of commission by-laws or conduct which may be embarrassing, or for nonparticipation in commission activities or nonpayment of dues.

A successful approach to enlisting new members is the small group luncheon. Effective use of this format lies in making it a dignified, low-key

affair in which no high-pressure efforts are made. This is the procedure:

1. From a select list of already-screened nominees, invitations to a luncheon are sent out over the signature of the commission president. Approximately 20 persons are invited to join the crime commission president, managing director and perhaps others for lunch and a brief discussion of the crime commission. On the basis of experience, about 10 of the 20 nominees invited will attend.

2. At the luncheon, a simple folder telling about the commission—and most importantly, listing the names of the members who are among the city's most prominent leaders—is placed beside each plate. This list of active members is a major positive factor, appealing to the natural desire of being associated with community leaders and prominent persons.

3. Commission officers briefly describe the history and programs of the commission, outlining budget and spending needs, and the dues or contributions required for membership. Finally, the nominees are told, "You have been approved for membership in the commission and you will be given applications later." There is an indirect appeal, such as, "We need the support of people like you in carrying on this effort to make our city a better, safer place, the kind of city that you want it to be." But no direct solicitation of membership or contributions is made.

4. A follow-up contact, usually a telephone call, is made within the next few days by the Membership Committee chairman or member who inquires of each prospective member: "I was interested in your reaction to the program and whether you would like to join the commission and its work." The chairman, or other member, then offers to visit the nominee and discuss the matter further, answer questions, or explain any details. Sometimes the nominee will want more time to consider the matter, requiring a second follow-up at a date which he should suggest. If on the second call, he still is undecided, usually it is best to forego further contact—unless renewed interest is indicated by the nominee at some point. With the names of those prospective members who could not attend the first luncheon, another luncheon may be planned and new invitations extended, noting, "We're sorry you could not attend our luncheon on (date). We are having another luncheon on (date) and would very much like to have you as our guest," or something similar.

The small luncheon has been employed by the Wichita commission with a high degree of success in attracting new members.

Another approach, utilized by the Philadelphia commission, also has proven effective. The names of nominees are submitted to the board of directors each month by members of the board, the staff and other members. The names are reviewed, or screened, and then approved or rejected; that is, the nominees are actually elected by the board subject to their willingness to serve. Then they are notified of their election to

membership in an important organization which has many community leaders as members. Usually the new member will be pleased and will accept.

#### GOVERNING BOARD AND STAFF: STRUCTURE

How the commission's governing authority and staff functions are structured will be discretionary, depending on the needs of the individual commission. For example, a smaller commission in a smaller city will require fewer officers in all probability and certainly less staff than a large organization in a major urban center. Careful attention should be given to developing a smooth-working and efficient structure with clear lines of authority to avoid problems in the future.

The basic structure calls for a governing board of directors, an executive committee, officers including the president, vice president (or vice presidents), secretary and treasurer, together with an executive director or managing director.

A model of this structure may be useful in planning the commission's organization. (Representative charters and by-laws are presented in another section of this Manual.)

Here is an outline of a typical commission structure:

1. **BOARD OF DIRECTORS:** General management and operation. Elected by commission membership in annual meetings.
2. **EXECUTIVE COMMITTEE:** Composed of officers and several other members appointed by the president. Empowered to act for the Board of Directors as necessary between meetings of the board.
3. **PRESIDENT:** Chief executive officer. Presides at meetings, appoints committees, executes contracts, legal agreements authorized by the board or executive committee, and is spokesman for the commission, together with the executive officer.
4. **VICE PRESIDENT:** Assumes duties of chief executive in absence of the president.
5. **TREASURER:** In charge of funds and accounting.
6. **SECRETARY:** Responsible for official minutes (record) of meetings of the board, executive committee and membership.
7. **EXECUTIVE DIRECTOR:** Carries out policies and programs of the board, Executive Committee and conducts the day to day business of the commission; employs staff and directs operation of the commission office; and serves as a spokesman for the commission, together with the president.

The authority of officers and staff should be clearly set forth, especially with respect to issuing public statements, comments, interviews, reports and remarks to the news media or to any individual, group or agency. The commission must "speak with one voice." Standard policy should

be to vest the authority for making public statements in the president, as a general rule, and then he may delegate authority to the executive director. But only the president and/or the executive director should be authorized to speak for the commission, with any exceptions being decided by the board of directors or the executive committee, as appropriate.

On important matters, the approval of the board of directors or the executive committee should be a standard preliminary step to issuing public statements, reports, or news releases.

#### MEETINGS

Meetings of the board of directors should be held with enough frequency and regularity to maintain continuing interest in the commission. Monthly, semi-monthly or bi-monthly board meetings are held by various commissions, and in some cities the meetings are used as forums for reports or speeches by law enforcement officials, prosecutors and others in the criminal justice system. Between board meetings, as necessary, the executive committee meets.

Regular meetings of the entire membership also are important, although one or two meetings per year are the general rule. At the annual meeting, election of officers and board members, reports of the past year's activities and plans for the coming year are part of the program.

The annual meeting also may be an opportunity for presentation of awards or other recognition of law enforcement officers, public officials, outstanding citizens, news media, or for fund-raising efforts.

In some cities, more frequent meetings of part of the membership may be held for the purpose of periodically giving information about the commission's operations and intelligence on criminal activities. At one meeting, a small number of members will be invited; then at the next meeting, a different group will attend, and so on until all the members have been briefed.

#### STAFF

Consideration must be given to the question of what size staff will be required for the commission on the basis of need, objectives and, to some extent, the scope of operations, and the size of the city. If, for example, there is a need for professional, impartial investigative work, then the employment of investigative staff should be considered. Staff requirements and other budget items must be included in early planning.

A full time, professional, salaried staff may range in size from an executive director and his secretary to a force of 20 or more, including investigators and researchers.

What are the needs in terms of staff?

The answer involves related questions of how effective will the commission be, and how urgent is the attainment of its objectives. In other words, is the need for organized, citizen action great enough to warrant the efforts necessary for developing the moral and financial support for employing an adequate full time staff?

After the matter of staff needs is fairly well established, the commission organizers should take up the question of financial support. If this procedure is followed, the organizers will be able to evaluate their actual needs more objectively. Otherwise, there is a tendency to underestimate the requirements and the financial resources available in the community. Fund raising, which is discussed in another chapter of this Manual, is a very difficult task and at the outset of organization efforts the decision must be faced squarely: Will there be sufficient financial support for a meaningful program? If it becomes very doubtful or improbable that an adequate level of continuing funding will be provided, then the whole question of organizing a citizens commission should be re-examined and even delayed until a more positive response is afforded by the community leadership.

#### EXECUTIVE DIRECTOR

Primary emphasis and careful attention must be given to the choice of an executive officer to head the commission staff. While various titles (executive director, managing director, operating director, executive vice president) are used by commissions, the function is that of executive officer, staff director and manager, conducting the day to day affairs of the commission.

Qualifications begin, of course, with honesty, integrity and ability. There must be a personal commitment to the worth of democratic processes as the means of attaining the highest objectives of a free society. There must be personal integrity which will assure that the means always will be consistent with the goals.

To these should be added professional education and experience in some branch of law enforcement or related work, with skills of thoroughness in research and meticulous accuracy in reporting. Recognizing the need for such ability and experience, some crime commissions have employed former Special Agents of the FBI as executive directors. Education or experience in law enforcement or related fields not only proves valuable in terms of investigative work which the executive director may be called upon to do but also for the benefit of the knowledge of police agency operations and, at the least, some knowledge of court functions and other facets of the criminal justice system. Such experience is invaluable in investigating organized crime and monitoring the policies and practices of criminal justice agencies, such as sentencing,

probation and parole; the performance, standards and compensation of police officers. Some appreciation of the law relating to libel and slander also is essential.

Administrative and organizational abilities are required for conducting the business of the commission and directing its staff, as well as working with the board of directors and providing advice and leadership. The director should have confidence in himself and be able to inspire it in others.

Speaking and writing ability is needed, for the executive will be called upon for various public and private appearances and presentations as well as being expected to communicate in writing with officers and members of the commission as necessary and with news media and others. The capacity for working with many different types of people, in businesses, professions, government, law enforcement, the courts, the news media, and other areas of life is of great importance.

Dedication and commitment to the highest standards of law enforcement and administration of justice should be indispensable qualifications for this position.

Based on years of experience, crime commissions consider these qualifications highly important:

- The executive director should never directly solicit funds for the crime commission, although there may be occasions when it is desirable for him to accompany those who do solicit funds.
  - The executive director's activities and recommendations should in no way be influenced by sources of crime commission funding.
  - Based on his investigative knowledge, the executive should have the right and independence to veto any new membership or source of funding.
- In sum, the qualifications of the executive director should be comparable to those of a high level corporate executive officer.

Another description of the executive director's role has been offered by Earl Riley, executive director of the Mississippi Coast Crime Commission:

"The position of executive director is difficult to define. But he should have sensitivity to the pulsebeat of the community. He needs to be an investigator. He must be the type of person who has respect of law enforcement and can handle liaison with police officers. He needs to be a public relations man, with the ability to write news releases and also talk with news media policy makers. He has to be able to speak before groups. And he's got to have the stamina and courage to withstand character assassination."

Courage and persistence are two important traits which the executive director will require. Level-headed thinking, basic objectivity and impartiality are needed. Creative talents for developing meaningful

programs involving citizen support also are important. The executive director must be able to plan and to execute plans.

Describing the functions of his office, Managing Director Frank Maudlin of the Kansas City Crime Commission provided this outline:

"Administrative duties include: Budget, finances, public relations, speeches and educational programs, investigations, intelligence, information, liaison with city, county, state and federal law enforcement agencies, monthly publications, news releases, publication of exposes on organized crime activity, administering rewards, and periodic reporting of all activities to the crime commission president and board of directors."

Salary and other compensation or benefits for the executive director and other staff members should be comparable to the salaries and benefits paid to executive officers and staff in business and profession.

There must be no downgrading of crime commission service.

The executive director should expect and receive compensation and benefits consistent with comparable executives in government and industry. High performance and productivity together with the tremendous pressures of this work demand commensurate compensation.

Provisions for health and life insurance together with a realistic retirement program also should be an integral part of the financial planning for the entire commission staff. In short, these matters should be put on a businesslike basis at the *outset*.

#### OTHER STAFF

Additional staff may be limited to no more than a secretary in some of the smaller operations. But a full-time commission will require larger staff. Investigators and court observers are on the staff of major commissions.

*Investigators* are highly important in carrying out objectives relative to organized crime and corruption, wrongdoing or failure to perform duties of public office—though in some instances trained researchers may do the work.

The investigator needs a solid background of experience in criminal investigations or related work (such as military intelligence) and the demonstrated ability to dig out, sort out and report facts honestly and clearly without bias or axe-grinding. He must possess integrity and common sense.

The work of the crime commission investigator centers on learning what is going on in law enforcement and the criminal justice system locally, and the scope and nature of organized criminal operations—and not to duplicate the role of police officers, prosecutors or judges. It is the investigator who serves as the eyes and ears of the commission's



watchdog efforts.

The investigator's function "is to determine independently the true crime conditions as well as the efficiency and honesty of officials charged with the duty of enforcing the law," writes Virgil Peterson. "It is not his job to collect evidence for presentation in court or to investigate individual crimes. These functions are properly those of the police and the prosecutor. (The investigator) is primarily interested in determining the pattern of law enforcement."<sup>2</sup>

Another function of the investigator is the development of all available information concerning major criminal elements in the community, their associates and any connections between them and law enforcement officers or public officials.

*Court observers* may be full-time staff members or volunteers, depending upon objectives and budget. Generally these staff members also function as researchers and reporters, attending trials and observing both official and unofficial actions, and recording facts and statistics. From such reports, the efficiency and weaknesses and abuses of the law and judicial processes are examined and analyzed.

Qualifications begin with a working knowledge of court operations and some experience in the courts, although the necessary training may be provided by the commission as part of the program. In particular, volunteer court observer programs have relied upon work-training approaches, and with outstanding success in some communities.

*Clerical staff* may be required, especially with regard to the proper structuring and use of the commission's central files. It is advisable to employ an experienced file clerk with mastery of indexing and other aspects of a large, complex filing system. The Chicago commission employs a supervisory clerk and three assistants in the filing department. Duties include filing reports, clipping and filing newspaper and magazine articles, retrieving data from the files for commission use or for other official uses.

*Financial staff* is part of the full-time personnel in some larger commissions. These may include a controller and assistant for keeping complete and accurate financial records, working on budget and payrolls, contributions and other financial matters. Fund raising may also be handled by staff.

#### VOLUNTEER STAFF

Volunteer staffs have demonstrated exceptional capabilities in some communities. Such operations may range from a combination of volunteer and part-time paid staff to all-volunteer operations. Leadership and

<sup>2</sup>Peterson, Virgil W. *The Journal of Criminal Law, Criminology and Police Science*. December, 1955. Page 493.

organization together with unusual dedication are essential to the success of the volunteer crime commission.

Efforts of the volunteer commission must depend heavily on how active the general membership is, whether members are willing to serve on committees and to give time and effort in other ways. Motivation for volunteer participation may be provided in objectives, programs and leadership of the commission.

An example of a volunteer commission is the Tarrant County Crime Commission of Tarrant County, Texas, with headquarters in Fort Worth. The commission was created on recommendation of two special grand juries in the wake of an outbreak of gangsterism and other criminal activities in the Fort Worth area. A committee of three prominent citizens was appointed by the grand jury to develop a plan for organization of the commission in 1952.

The Tarrant County commission is structured much like those with full scale professional operations. Commission officers and a 21-member board of directors determine policy and programs, and also serve in the management capacity. Executive duties are performed by the general counsel and former president, Edwin T. Phillips, on a non-paid, voluntary basis. A full-time secretary is employed and the commission has its own offices. Undercover investigators and informants are employed as necessary on a temporary basis. Most of the commission's programs are carried out by volunteers from the membership, which averages more than 200. There are quarterly board meetings and monthly executive committee meetings.

Primarily through its volunteer administrative officer, the commission has been active in numerous areas of concern including the investigation of the district attorney's office, monitoring of criminal operations and public anticrime efforts.

An all-volunteer organization of another type is the Phoenix Citizens Crime Commission in Phoenix, Arizona. This commission functions through a 25-member board of directors which elects the president, vice president, secretary and treasurer annually. Standing committee chairmen are appointed by the president. In addition to such standing committees as those on legislation, police, prison reforms and court observing, *ad hoc* committees are appointed for research as necessary and appropriate. The commission has been active and effective in a wide range of activities, including a statewide campaign to reform bail bond law.

## CHAPTER FOUR

### Funding the Commission

Continuing, adequate funding for the citizens crime commission is a necessity, one that constitutes a difficult challenge. Unless financial support and commitment are developed at the outset, the effectiveness of the commission will be impaired or destroyed. Therefore, the task of raising the necessary money for the desired or required scope of operations must be given priority. Once the decision is made that a commission should be organized, then the next step should be to determine whether or not the needed financial backing will be provided from the community.

There are various ways in which commissions finance their operations, but in every case the support of members is essential. Organizers and others interested in forming the commission should be asked directly for contributions and commitments of financial support. Pledges should be sought for specific amounts in order to assess the financial picture accurately and to ensure adequate funding.

Fund raising should be the primary responsibility of the membership, through the board of directors, although work also may be delegated to staff members with the exception of the executive director, who should not be involved in such efforts.

For the most successful financing, the choice of a Finance Committee chairman is all-important; he must have such stature in the business and professional community that he can call on other leaders as peers and he must have a vital interest in the citizens commission.

#### ADVANCE FUNDING

An approach which has proven effective is that of obtaining commitments of funds in advance of the actual formation of the commission. The Wichita commission relied upon this method. The original group of 12 organizers met and agreed on the need to launch a citizens crime commission. They were among top business leaders in the city and, using their names, invitational letters were sent to a large number of other business and professional persons, asking them to attend a meeting.

Details of the crime commission proposal were given at the meeting, a crime commission executive from another city spoke, and everyone was asked, immediately, to pledge \$400 a year for the next three years, a total of \$1,200. Pledge cards were handed out. As a result, much of the three-year budget was raised at the meeting—and the balance was pledged at a later one.

The crucial step was getting community leaders involved.

In Wichita the basic subscription per member is \$400 per year, although additional contributions may be requested when funds are needed. After 10 years as a member and upon retirement from business, a member may pay a token \$100 annual subscription. Contributions are sought from corporations as well as individuals. Most corporate members contribute between \$400 and \$500 annually, with a few at the \$1,500 range. Financing is tied to membership privilege although non-members may contribute.

A year's expenditures at Wichita totaled \$45,452 (1972) for an operation with an executive director and staff consisting of a secretary and an investigator plus part-time undercover agents and incidental expenses including rent, telephone and travel. Disbursements included: Salaries, \$34,129; rent, \$2,760; travel/subsistence, \$1,527; telephone, \$709; promotional, \$1,009, and libel/slander insurance, \$682.

In budgeting, allowance should be made for a reasonable amount of libel/slander insurance to afford some financial protection in the event of litigation resulting from actions, statements or reports of the commission in the course of its efforts to carry out its objectives.

The Wichita subscription card carries the commission name, symbol and address at the top and contains the following:

"In consideration of the subscription of others, the undersigned hereby subscribes \_\_\_\_\_ dollars (\$\_\_\_\_\_) annually to the Wichita Crime Commission, Inc., to be used by it in carrying out its purposes.

"It is agreed that each annual subscription shall be paid upon receipt of billing.

(signed) \_\_\_\_\_

Address \_\_\_\_\_

"Please make check payable to Wichita Crime Commission Inc.

"... Tax Deductible ..."

#### PAYMENT OF DUES

The payment of minimal dues or contributions in combination with organized fund-raising efforts by a Membership Committee is another approach. This is used in Chicago. Each member is requested to contribute at least \$100. Most do so. But with membership limited to 500 and a budget of \$270,000 and more per year, contributions must be solicited from non-members.

A total of 1,300 contributors helped finance the 1973 budget. Major items of the budget were: Investigative (general and special) expenses, \$125,000; legislative program, \$10,000; Business Advisory Service, \$27,000; publications, \$16,000; public forums, \$20,000; office/administrative, \$50,000; public relations, \$5,500; government-agency relations, \$5,000; Operation Crime Call, \$4,000.

*Various methods* of raising money are used in Chicago.

1. Fund raising is linked to membership recruitment. (A) Either the member or his company is expected to give a minimum of \$100, or (B) in some situations when the top corporate officer is on the crime commission's board of directors the corporation is expected to increase its contribution as a result. Approximately 50 contributors gave \$1,000 or more each, or a total of some \$84,000 in 1973. Requests for renewal of contributions are made annually.

2. Organized financing campaign by the Finance Committee of the commission.

A. The Finance Committee works through three vice chairmen who choose approximately 80 most promising prospects from the commission's membership. These members are divided into groups which are then the responsibility of the several committee vice chairmen, who ask the selected members to serve in the fund-raising campaign.

B. Breakfast meetings are held for the selected members, a breakdown of the budget and financial needs is given, then the members are asked to volunteer to solicit contributions from corporations, a list of which is provided. Members are asked to choose which corporations they would like to contact.

3. Fund-raising luncheons sponsored by commission officers or members. For example, an officer of the commission hosted a luncheon for suppliers of his corporation and, after explaining the work of the crime commission, asked for contributions. More than \$1,600 was contributed at the luncheon. Another source of funds is the annual Chicagoland Law Enforcement Week luncheon for which tickets cost \$12.50 per person.

4. Foundation gifts are another source of funding for the commission. In some instances, funds are contributed by foundations for research or special projects.

Personal contact by key, influential members constitutes a powerful means of raising money. It is important that the commission have a variety of sources of support, as a general rule, a broad base of financial contributors in order that no individual or corporation or small group can control the commission through disproportionate influence.

The Kansas City commission depends upon membership fees ranging from \$25 to \$1,000 per year, the maximum allowed. Funds usually are pledged from year to year and annual notices are mailed on or near the anniversary of the member's election. Leading businessmen members of the commission sign letters soliciting funds and through their influence help to raise money. For special projects, special drives are conducted.

When routine notices of fees coming due are mailed, if there is no response within a two-month period a second notice is sent. If there still is no response, the member is removed from active status.

#### FUND-RAISING DINNER

An annual fund-raising dinner can be productive if it is well planned and organized. The Philadelphia commission for years has relied upon its annual dinner for most of its funds. Of the 1973 budget of \$140,000, approximately \$100,000 was raised by the annual dinner. Each year tickets selling for \$120 per couple are purchased by approximately 1,300 persons. Companies are encouraged to buy entire tables for their executives and guests at \$600 per table.

The dinner is a major event, a prestige affair featuring a prominent personality as speaker and attracting hundreds of the city's top business, social and civic leaders, and governmental officials.

Major steps in the annual event are these:

1. A steering committee of approximately 130 members is appointed; most are members of the crime commission's board of directors. Each member of the steering committee is assigned six prospects from a list prepared by the staff.

2. A chairman for the dinner is selected, a prominent, usually popular figure who may not be a commission member but, of course, is of good character and reputation, and is interested in the commission objectives. The chairman's principal "function" is lending his name and support to the campaign for "sponsors" who agree to buy tickets and sell tickets to other persons.

3. Invitations with the sponsors' names listed are sent to approximately 4,000 persons, with cards included for purchase of tickets or contributions in lieu of tickets. The positive responses range from 1,100 to 1,500.

A Guest of Honor is selected and recognized at the annual dinner as part of the commission's over-all efforts to encourage greater citizen awareness and involvement in suppressing crime and improving the criminal justice system.

#### Funding the Commission

One member of the commission staff spends several months of the year working on the annual dinner project and related duties involving financial matters.

Additional funds are provided through a number of research projects that are federally funded, and by special corporate gifts, and the \$10 annual dues per member. The commission's membership totals approximately 450.

#### CONTINUING BASIS

Every effort should be made to place the funding of the commission on a continuing basis. In this connection, the method preferred by most commissions is the establishment of a regular contribution as a condition of membership on an annual basis, in recognition of the very uncertain nature of solely gratuitous contributions which depend upon effective and imaginative solicitations every year.

Caution is required, however, in the structuring of a contribution or dues system in order to avoid an exclusionary policy that fails to provide representation for the various segments of the community, particularly minority groups which in many instances suffer the worst effects of crime and inadequacies or failures of the criminal justice system.

A broad base of financial support is imperative for maintaining the independence of the commission. At the same time, an important procedure in soliciting or accepting contributions is to prevent the acceptance of funds from racketeers or questionable sources in order to avoid any influence or control by underworld elements, or later embarrassment and possibly destructive exposure for the commission. Thus, screening of contributors is necessary when the individual or corporation making the contribution is not known to the commission staff or members, or when there is some question or suspicion about the activities, associations or reputation of the contributor.

Sources of funds include corporations, foundations, individuals and also the United Way. In some instances, commissions receive grants from foundations or federal agencies for specified research or study projects, but such funds are not used for the operation of the crime commissions.

Fund raising is less difficult if the board of directors of the commission includes persons with financial capability and commitment, willing to take the time to persuade their peers in business, professions, civic and social areas to contribute funds. Sometimes it may be necessary to grant anonymity to donors in particularly difficult and controversial situations—for example, when many police and other public servants are under influence of criminal elements and the business-political pressures are felt sharply by major contributors in a variety of ways if their participation is known publicly.



Special assessments are sometimes necessary for functions of the board of directors. For example, New Orleans board members each pay \$100 per year in addition to the minimum \$50 annual dues; the additional money goes to defray costs of lunches at the twice-monthly board meetings, and for libel insurance. The commission carries a total of two million dollars in libel insurance, with one-half the cost paid by the directors and one-half from the commission general fund.

A generally unsuccessful method of fund raising in the experience of various crime commissions is that of seeking small contributions. While it might appear easy to raise \$50,000 by recruiting 50,000 members at one dollar each, the actual experience shows that costs of trying to get the dollar per person soon get out of hand. The use of outside consultants for fund raising also has been limited with little success for commissions which tried that method.

## CHAPTER FIVE

### Programs and Activities

Programs and activities of citizens crime commissions range over many areas of interest and emphasis, from efforts involving the investigation of organized crime to the promotion of civic betterment and good government. Broad areas of concern include these: crime, law enforcement, criminal justice or administration of justice, corrections, legislation, political corruption and conflicts of interest, youth and juvenile delinquency, and business inquiries. These break down into specific targets of activities, and the programs will vary from one commission to another depending upon the needs of the community and the objectives of the commission. Three principal areas of concern are the police, the prosecutor, and the courts.

Setting definite objectives, both in the broadest terms and in specific terms, is of paramount importance. After this is done, then the areas of emphasis and immediate concern should be selected.

Strategies for accomplishing the objectives also should be considered in the planning stage, and this decision-making will dictate the type of activities and programs necessary. To simplify the process, commission organizers need to answer two questions: What do we want to accomplish? How can we do it?

Direct action may be only a small part of the daily work of the commission, for much time and effort must go into the research and investigative activities necessary to an effective program.

A description of programs and activities of various commissions is presented as a means of guiding and stimulating development of programs for new commissions.

#### ANTI-CRIME PROGRAMS

##### COMBATTING ORGANIZED CRIME

Organized crime thrives in secret, and its modern sophisticated methods make it difficult to discover, identify and expose. Therefore, careful, thorough and professional investigation and research are required in

order to keep watch over organized crime and law enforcement efforts related to it. For this type of work, a trained investigator is required. It definitely is not for amateurs.

Depending upon his background, the executive director of the commission may engage in investigative work. There also may be a need to employ undercover agents and to use informants. The development of these and other sources of intelligence on activities of underworld figures is required. At the same time, cooperation and exchange of intelligence with other contacts, such as crime commissions, in other regions of the nation and such agencies as the federal Strike Force against organized crime are vital elements in this effort.

Crime commission investigators gather information but they cooperate with the proper authorities and function in the watchdog role with respect to law enforcement and administration of justice. Such investigative work is not intended to duplicate that of law enforcement, but serves an information-gathering function, in which highly important information may be exchanged or even made public although no crime has been observed or charges made, and in ensuring against laxity or failure in the enforcement system. When necessary, the crime commission may resort to public exposure of facts, which don't warrant criminal charges, in order to bring to light activities of known organized crime personalities or groups.

Caution should be observed in these areas, however, and legal counsel should be sought to make certain that the law and the rights of individuals are maintained, and that the commission does not invite litigation.

Some of the well-known forms of organized crime are illegal betting, gambling, bookmaking, numbers rackets, wagering on sports events and horse races illegally, trafficking in narcotics, "juice" loan rackets, and extortion. Other forms include swindles, theft and sale of stolen securities, creation of false records to conceal ownership of properties and businesses, together with tax fraud and evasion.

In many communities little has been done to identify or quantify the operations of organized crime and, therefore, it may be ignored, unrecognized or simply tolerated. Usually public officials deny the existence of organized crime, if for no other reasons than political survival and ignorance. Therefore, the uncovering of organized criminal operations and the disclosure of them may serve as an embarrassment to honest officials and will incur resentment and antagonism together with opposition from dishonest officials.

Crime commission executives and investigators have been called on to give testimony to grand juries or trial juries as a result of their investigative work, but more often the commission's work has triggered action by official agencies and provided valuable information leading to the uncovering of criminal operations and official corruption.

The Chicago Crime Commission provided information leading to the Kefauver Committee investigation of organized crime, the uncovering of underworld connections of police officers, and the exposé of a counterfeit cigarette tax scandal.

The New Orleans commission investigated and exposed widespread crime and police corruption, working with state authorities to open the way for raids and arrests for seizing and destroying slot machines, and providing leads to illegal lottery, or numbers, operations, and giving testimony before grand juries regarding police graft and other illegal activities.

From its criminal intelligence files, the Atlanta commission has provided information to law enforcement agencies and the business community relating to criminal activities. A staff member also served as chairman of the Georgia Organized Crime Prevention Council which created a state intelligence network to monitor and suppress organized crime. Under guidance of the chairman, a twice-monthly conference on organized crime intelligence was instituted, involving 15 federal, state and local law enforcement agencies in the metropolitan Atlanta area. Through seminars and personal contacts, commission staff members alerted Atlanta businesses to the possibility of infiltration by organized crime.

The infiltration of legitimate business by organized crime is a major target of investigation by many crime commissions. Conferences are held with businessmen in cooperation with other agencies in order to provide information about crime and organized crime figures. The Chicago commission has pioneered in this type of program.

*Business Advisory Service* is a key part of the Chicago commission's work as a watchdog against criminal infiltration of legitimate businesses. Intelligence files maintained by the commission staff provide information for preventing criminal elements from moving into businesses and milking the assets, embezzling funds or otherwise gaining influence or control. To serve this function, the commission answers inquiries from various businesses, particularly financial institutions. These inquiries usually relate to the background, reputation and known associations of various individuals who may be seeking employment or engaging in business transactions with the firm requesting the information. The commission's extensive files will indicate whether the person in question has been arrested for or convicted of a felony or is otherwise associated with criminal activities in the Chicago area.

An example of the success of this program came in 1973 with the commission's disclosure of mob infiltration into real estate operations: Two men with crime syndicate connections were managing millions of dollars worth of real estate in Chicago and suburbs, including a major downtown office building.

In addition to the business inquiry service and answering of inquiries from various governmental agencies and the news media, the Chicago commission also provides a free consultant service on plant security for businesses.

Discretion must be used in the release of any information from the crime commission files, however, in order to avoid its misuse or possible libel.

*Maintaining files* of information about organized crime and other data, intelligence and records pertaining to criminal subjects and the commission's work is of vital importance. Files should include information gathered by staff investigators, court observers and other sources including the news media and official reports from law enforcement agencies, prosecution and court proceedings. These files, properly maintained and used, are invaluable in keeping track of organized crime and developing intelligence and evidence for action by the appropriate authorities, as well as alerting businesses to infiltration or attempts to infiltrate by the hoodlum elements.

Development of such a filing system should receive attention early in the organization of the commission. The organization and structuring of the filing system should be done in a scientific manner. Some commissions have found that the FBI numerical filing system is ideal.

Subjects to include in the files range from "Crime," subdivided into various categories, to "Law Enforcement," "Prosecution," "Courts," "Corrections," "Legislation," etc., with these subdivided into such categories as "federal," "state," "county," "district," "municipal," and individual police officers, judges, criminals.

Criminal cases are maintained in the Chicago commission files under headings of "Pending" and "Disposed," with both indictments and no-bills filed in felony cases. Every criminal case is indexed on a large card with the name of the defendant, the date, the charge, amount of bail, prosecuting witness and description of the charges. This information is updated as developments warrant.

A file on *locations* (or addresses) of nightclubs, bars and similar traditional sources of organized crime income or known sources may be important in keeping track of criminal syndicate movements and operations, together with associations of crime figures. Bars and clubs historically have provided organized crime its retail points of contact with the general consumer public in the form of gambling and vice, sale of stolen goods and illegal liquor.

*Records and reports* of importance may be available from law enforcement agencies, courts and other official sources as data for the commission files. These data may include reports of magistrate courts, indictments, arrests, grand jury reports, prosecutor's status or disposition records.

Records of real estate conveyances and mortgages, and organization of new corporations also are good references for monitoring criminal infiltrations or activities and should be part of the commission files.

Other *sources* of information include letters, telephone tips and news clippings, complaints by citizens and public employees, law enforcement officers and even underworld figures.

Caution is required in allowing access to the commission files, which will contain much of a confidential nature. Aside from the staff itself, access to the files should be very limited and tightly controlled. They generally are opened to the proper authorities for assistance in investigations and preparation of prosecution cases against criminals, and in maintaining surveillance of underworld personalities. Of course, information from the files may be shared with news media when appropriate. Generally, the commission membership should not be given access to the files in order to prevent raw intelligence reports, which may be unsubstantiated, from being misused or misunderstood, and thus jeopardizing work of the commission. Problems of protecting confidentiality of records and sources of information are compounded by every extension of privilege of access to the files.

Files should be kept under the proper security. In addition to the usual locks on file cabinets, the use of a separate file room with additional security features may be desirable. Building security also should be considered.

Information in these files, it must be emphasized, will be irreplaceable in many instances and unsubstantiated notes or reports in other instances. The confidence of informants, records and other sources is another compelling reason for maintaining adequate security at all times.

## CRIMINAL JUSTICE-RELATED PROGRAMS

### WATCHDOG FUNCTIONS

A major emphasis of citizens crime commissions is their watchdog role; that is, evaluating and reporting on performance of the police, prosecutor's office, the courts, the correctional system and other areas of public service as appropriate. The objectives are two-fold: Exposing and correcting weaknesses and wrongs, while seeking to aid and support the honest and proper functioning of the criminal justice system.

The commission staff monitors and if necessary investigates the activities and conduct of law enforcement agencies and related institutions. The standard procedure, in the absence of strong or overwhelming evidence of illegal acts, is for a commission official to talk with the responsible public official and seek correction of the improper conditions. Often this is effective. If so, then the commission has done its job, the undesirable condition has been remedied and the community benefits.

But if the private approach fails, then the commission resorts to "the court of public opinion" by exposing the facts publicly, usually through a report or release to the news media.

It is important to give the agency involved or the official responsible the opportunity to take corrective action, even though the crime commission may get no credit or recognition for its role. When this approach is taken, the agency or official involved often is more responsive and may seize the opportunity to improve his operation—and get the credit publicly. Crime commission staff and members realize that the important thing is achieving their objectives and not embarrassing or punishing those who are guilty of negligence or incompetence.

#### INVESTIGATIONS AND STUDIES

Commissions conduct investigations into and surveys of police departments, prosecutors, courts, and other agencies. As a result, steps are recommended for improving these agencies in many instances.

The crime commission has the duty to work for public support of good law enforcement and honest and responsible public servants, together with adequate facilities and pay for them, whether they are policemen, prosecutors or judges. Invariably, crime commission evaluations of criminal justice agencies result in recommendations and public campaigns for increased staffs, more manpower, better training, higher salaries and improved benefits and working conditions.

For example, the Kansas City commission supported an increased police department budget through a "public safety" campaign seeking additional police officers and improved benefits. The Philadelphia commission conducted a survey of the operating policies, practices and procedures of 26 police departments in four counties of Pennsylvania. A similar survey by the Mississippi Coast commission resulted in improved salaries for some police departments in the area.

The Atlanta commission worked for an independent professional study of the Atlanta Police Department, resulting in such a study being conducted. The commission then provided guidance and counsel in implementing recommendations of the study, as well as monitoring progress of the program. Through its trustees and staff, the commission also strongly encouraged the selection of Atlanta by the federal government as a recipient of special anti-crime funding, then monitored the program's administration and focused public attention on the lack of early progress in implementing projects to reduce crime.

Crime commission efforts in various cities have included:

- Support for stricter policies or ordinances to control handguns.
- Recommendations for improved police patrolling and other improvements in police deployment and operations.

- Participation in the design of curriculum and in lecturing for police training programs.
- Evaluation of police training needs.

#### COURT OBSERVER PROGRAMS

A program that produces a wide range of benefits is the court observer program, conducted by a growing number of crime commissions. Programs utilize either paid staff or volunteers for observing the operations of the courts, gathering data and organizing materials for studies and reports.

Court observers may be salaried employees of the commission as they are in Chicago, with college degrees in such fields as sociology or criminology. Training in the legal profession may be desirable but it is not necessary, provided the commission is able to enlist the services of an attorney member to assist in training or has an executive director with such a background.

The assignment of the court observers is to observe the conduct of the court, counsel, defendants and other parties, together with the disposition of the cases. Data sheets are filled out on each case in the Chicago program and these sheets together with biweekly narrative reports, giving the observers' evaluations of judges and other court personnel, are submitted to the commission director.

From these data the staff determines problems, needs and trends in such matters as the disposition of cases involving major crimes (that is, the number of convictions, acquittals, dismissals, continuances, etc.), the time from arraignment to final disposition, and other useful facts.

Statistics derived from the court observer program in Chicago resulted in significant findings that some courts which processed street crime cases had more continuances requested by the prosecution than by the defense. The commission's study revealed substantial unreadiness to proceed on the part of the state in many cases, extensive waiving of pre-sentence investigations as part of plea bargaining which was described as "discount justice," and a serious lack of personnel in the prosecutor's office.

Recommendations by the commission called for additional assistants for the state's attorney and new court rules to improve the scheduling and trial of cases. Thus a valuable service was performed by the commission court observers.

Other projects which utilized the court observer data included: Determining the number of cases in criminal court in which the defendant had been on probation for one or more offenses when arrested and charged with another offense; and an analysis of statistics to determine the extent of cases involving unlawful use of weapons.



Witness notification is an important function in some court observer programs. The Chicago commission has an objective of contacting every complaining witness when an indictment has been returned and to offer assistance from the commission. Taking names of witnesses from court records, commission staff workers mail each witness a small card with the following information printed on it:

As complaining witness you are notified that the Cook County Grand Jury has indicted (name of the defendant) and that the case is now entered of record as Indictment No. ....

As complainant you will be interested to learn that the Chicago Crime Commission stands ready to assist you and the authorities without charge in every legitimate way.

You are invited to notify the Chicago Crime Commission immediately if any efforts are made to intimidate, bribe or inconvenience you.

You are further invited to consult the Chicago Crime Commission relative to any difficulties that may arise before the case is disposed of and to furnish any new information you may secure that will be of value as evidence. Such information will be transmitted to the proper authorities.

If you move, forward your new address immediately.

CHICAGO CRIME COMMISSION
79 West Monroe Street
Chicago 60603
Phone FRanklin 2-0101

In keeping with its objective of assisting in the administration of justice, the commission immediately notifies the state's attorney of any change of address reported by witnesses. As a result of the program up to 3,500 contacts with witnesses are made annually and there is a steady stream of inquiries by witnesses, many asking the status of their cases. Citizens often lack adequate knowledge about the operations and procedures of the court system, and are confused by them; in addition there may be problems of language and cultural barriers. The Witness Notification program is an example of service to citizens and the proper administration of justice.

A volunteer court observer program in Miami relies upon a large corps of women observers. These observers daily observe and report on the proceedings in criminal and juvenile courts, recording their observations, comments and criticisms which are incorporated into monthly reports for judges, prosecutors and public defenders.

Of particular interest to the observers are all dismissals, continuances

when negligence is indicated (such as no subpoena being served), sentencing which seems unusually light or otherwise inappropriate, and lack of proper facilities for the courts.

When the observers discovered a sharp increase in the number of continuances and dismissals, corrective action resulted from their report. Another result of the observer program was the discovery that many witnesses failed to appear for the trial of cases. A Witness Program was created with crime commission volunteers telephoning witnesses to ascertain if they would appear as scheduled in court. Also brought to light through the observers' work was the fact that many witnesses actually were in the court building but not in the courtroom when cases were called. The result was a crime commission program of paging witnesses.

The Miami commission pioneered a court observer and court aide program for high school seniors. Students, recommended by their principals, are given training in legal terminology, courtroom procedures and probation forms. An experienced aide sits in the courtroom with the students for several sessions, and a full time paid school teacher supervises the program, coordinating it within the schools.

In this program, students are given a first-hand look at the criminal justice system and the experience of an active role in the processes.

High school seniors, who receive academic credit for their work, spend one-half day per week at the Justice Building carrying out their assignments for one or two quinesters (nine weeks).

The students may participate in five ways: Student Observer, watching proceedings and keeping records of the decisions, verdicts, etc.; Probation Aide, assisting in filling out forms and other routine duties to free state probation officers for actual supervision and personal contacts; State Attorney Witness Program, assisting the prosecutor's office in such ways as answering questions from witnesses with respect to courtroom procedures; State Attorney Aide, involving observation and assistance to the prosecutor's office, and Public Defender Aide, observing and assisting as liaison with the courts, interviewing defendants and assisting in preparation for trials.

Still another type of program was developed by the Tucson Urban Area Crime Commission in Tucson, Arizona. The commission organized a Corrections Volunteer Center which, under professional direction, recruited, trained and assigned citizen volunteers to assist corrections agencies serving offenders, probationers, parolees and drug abusers.

CITIZEN INVOLVEMENT PROJECTS

Much opportunity for effective action in combatting crime is found in publicly oriented programs. Such projects are educational and help stir

citizen involvement in the fight against crime.

Examples of projects carried out by various crime commissions include the following:

- A "hot line" telephone number for receiving citizen complaints or information. This telephone line goes into the commission offices, and the number is widely publicized through the news media and in other ways. The "hot line" may be a round-the-clock operation, utilizing an electronic answering and recording system after regular office hours. The same approach is used in TIP (Turn in a Pusher) programs designed to elicit information about narcotics traffic without requiring the informant to divulge his identity.

- Anti-car theft campaigns can help reduce automobile thefts. "Lock It and Pocket the Key" programs have been successful in many cities. Approximately eight million pieces of promotional material were distributed in such a campaign in Philadelphia. Billboards also are used in promoting greater citizen interest and involvement.

- Special anti-burglary programs, enlisting media support and distributing informational kits to assist citizens in protecting their homes against breaking and entering. This type of project includes printed material on precautions to be taken against burglary, the various types of locks and other hardware, alarm systems and insurance coverage.

- Anti-crime observances, such as "Crime Prevention Week," or "Citizen Involvement Week," are useful in stimulating citizen support and involvement. A proclamation designating the observance usually will be issued by the mayor or the governor in order to enhance public awareness and news media attention.

- Drug abuse control programs, involving various elements of the community, may be coordinated with the police, educators and the medical profession. For example, the Miami commission organized such a program which included the preparation and distribution of drug abuse information pamphlets to the parents of some 155,000 school children. The commission also was instrumental in the assignment of 54 additional police officers to narcotics and organized crime investigations, and school board approval of a \$250,000 drug abuse prevention program.

- Seminars, institutes or conferences may be organized for businessmen in cooperation with the chamber of commerce or for other groups, such as company executives. Such projects may include speeches and discussions by commission staff and others with expertise in the particular field of interest. Topics range from "Criminal Justice in Our City" to "How Organized Crime Infiltrates Businesses" and "White-Collar Crimes." The objective of these programs is to meet specific needs of the given group.

More information on commission programs is provided in the section describing the organization and activities of the various crime commissions.

## CHAPTER SIX

### Developing and Maintaining Citizen Involvement

Programs and projects for involving citizens in the battle against crime may range from the Turn In a Pusher telephone hot-line and the neighborhood or community anti-burglary and anti-car theft campaigns to the mass involvement efforts such as "Law Enforcement Week," or "Crime Prevention Week."

An example of a community involvement program centered on building respect for law enforcement is the Chicago commission's Chicagoland Law Enforcement Week (CLEW). Its objective is to support the police in the performance of their duties and to promote good citizenship and participation in fighting crime.

CLEW originated as a means of drawing public attention to law enforcement's role in combatting crime and to build public support for law enforcement, two major needs in most communities.

Sponsored by the Chicago Crime Commission, CLEW begins with a proclamation by the mayor declaring the observance and setting forth the objectives. For example, in 1973, the mayor's proclamation said: "The objective of Chicagoland Law Enforcement Week is to stimulate all citizens of Greater Chicago to realize that everyone has an individual responsibility to help in the fight against crime and lawlessness, and that this responsibility requires double action: (1) support of all law enforcement agencies and their personnel; and (2) resistance to all forms of vice, crime and lawlessness."

Included in the observance is a formal luncheon with more than 1,000 businessmen, law enforcement, civic and court officials and others concerned with crime control taking part. Members and directors of the crime commission are expected to buy tickets by the table, with at least one place per table being reserved for a law enforcement officer as a guest of honor.

CLEW also includes a mobile exhibit of police equipment and literature; display of "Support CLEW" bumper stickers; and other promotional materials. During the week, seminars are held in city law schools. Police stations in the metropolitan area hold "open house" for the public. There are guided tours of the police department's communications center,

the crime laboratory and the computer center, as well as demonstrations of techniques by police judo teams and police dog squads.

A result of all these activities is wide publicity in the news media, supportive of the objectives of generating citizen awareness, concern and involvement in crime prevention and good law enforcement.

Adding to the impact, a prominent person is chosen as chairman of CLEW each year. Also important is the long list of supporting agencies which in 1973 included the Chicago Police Department, Cook County sheriff police, Cook County Council of Police Chiefs, Federal Bureau of Investigation, U.S. Secret Service, Drug Enforcement Administration, U.S. Postal Service, Internal Revenue Service, Bureau of Alcohol, Tobacco and Firearms, State's Attorney of Cook County, and U.S. Attorney. In addition, endorsements were given by the Chicago Association of Commerce and Industry, the Chicago Bar Association, Cook County Bar Association and the Federal Bar Association.

A pamphlet prepared and distributed by the commission as part of CLEW contained a reproduction of the Mayor's proclamation and "The 10 Responsibilities of the Citizen." As a guide to other commissions, the 10 points are given here.

1. *Help the police help you.*

Reduce the opportunity for crime by being vigilant in protecting yourself, your family, your home, your business, and your car. Take precautions which will discourage crimes against persons and property; don't invite trouble. But if the need arises, "Call a friend—call a cop."

2. *Report possible crimes.*

Provide police with the information they need to stop or prevent crime. Report the address of suspicious activities, or the description of the persons or auto involved. Familiarize yourself with your local emergency phone numbers for police or sheriff.

3. *Help the policeman do his duty.*

In a traffic offense, don't bribe or threaten the officer. In a disturbance, don't heckle the officer. In a serious crime, help the officer if he asks you.

4. *Be a willing witness.*

Give your name and address when the occasion arises and testify if called to do so. If threatened or harassed, contact the state's attorney office.

5. *Be a willing juror.*

Take your turn on jury duty seriously and render your best judgment according to the court's instructions.

6. *Do not support organized crime.*

Refuse to patronize or contribute to those persons or organizations selling illegal narcotics, operating illegal gambling and loan schemes, and carrying on other forms of vice. Report such activities to your local law enforcement agency, or to the Federal Bureau of Investigation.

7. *Teach children respect for law and order.*

By example and instruction, we can all help to instill the young with respect and concern for the law and law enforcement officials.

8. *Keep the peace.*

Simply stated, respect the legal rights of all citizens as you would want them to respect yours.

9. *Support men of integrity in public office.*

Good government means honest officials. Work to support and elect such officials, and let them know your views.

10. *Support groups in their fight against crime.*

Take it upon yourself to work for or contribute to organizations like the Chicago Crime Commission. These dedicated groups benefit every citizen by opposing crime in every way possible.

Other important service projects of crime commissions are directed toward assisting the judicial processes or suppressing criminal activities and influence. Some of these are:

#### THE GRAND JURY HANDBOOK

One of the needs in many communities is better tools for the grand juries in their role as investigatory bodies with crucial bearing on the administration of justice and the public attitudes toward crime and corruption. To assist the individual grand juror in carrying out his duties and responsibilities, commissions have produced booklets for grand jurors.

The handbook usually contains legal definitions of the juror's role and some historical background together with information that emphasizes the importance of the grand jury. Typically the handbook provides a set of guidelines to aid jurors in discharging their duties legally and conscientiously.

This project should be carried out in cooperation with members of the bar and the judiciary in order to assure that the proper information is included and the handbook will be endorsed and supported by attorneys and judges. Such a handbook prepared by the Mississippi coast commission, for example, was approved by the judiciary and distributed to all state courts.

#### JUDICIAL INSTITUTES

Among the more innovative programs is the series of training institutes for judges in Pennsylvania, designed and conducted by the Crime Commission of Philadelphia. Institutes in the series have dealt with improving the sentencing process, public understanding of the judiciary, and diagnosing and treating the dangerous offender.

This program was initiated by the commission with the full cooperation

of the Pennsylvania Conference of State Trial Judges, with funding by the Sears-Roebuck Foundation. Within four years, nearly every trial judge in the state had participated in a sentencing institute. The format for this program is to bring recognized authorities on relevant subjects to the institute for speeches or lectures, and to divide participating judges into work groups for round-table discussions.

Examples of topics discussed at the institutes: "The Role of the Judiciary in Improving the Administration of Criminal Justice," with speakers being assigned these subjects: "Weaknesses in the Criminal Justice System that Affect the Judiciary," "Public Impressions of the Judiciary," and "The Judge as Social Activist."

#### INFORMATIONAL PROGRAMS AND MATERIALS

Informing the membership of commission activities, programs and plans should be placed under a heading of "must be done." The members are the foundation of the commission and unless they are kept informed and up to date, they will tend to lose interest and become less involved, or else become critical of and dissatisfied with the commission activities and its leadership.

Not only are regular meetings of the directors and executive committee necessary, but committees also should have meetings frequently enough to function effectively. It usually is not feasible, however, for the entire membership to meet more than once or twice annually. Therefore, information must be disseminated through some other means.

Newsletters, reports, bulletins and letters are some of the channels for informing the membership and interested persons or groups, such as news media. Some commissions regularly publish newsletters, either monthly or quarterly, with copies going to the commission members and other selected persons, perhaps including police officials, others in criminal justice agencies and news media contacts.

*Newsletters:* The format and frequency of publication of the crime commission newsletter are largely discretionary, depending upon the requirements and preferences of the commission directors and staff. The larger commissions usually have newsletters professionally printed, allowing use of photographs as well as text. However, information is the principal necessity and if budget limitations or other reasons preclude professional work, the job can be done with a simple typewritten newsletter, prepared by the staff secretary and reproduced by a quick-print shop or even the office copying machine. The important thing is to provide information regularly to commission members.

Essential elements are: (1) information about commission and staff activities and programs, including at least some detail about investigations or studies when this can be done without jeopardizing the work or

risking libel, (2) information about criminal activities, trends and personalities, and (3) information about members of the commission—who they are, what they are doing in behalf of the commission and its objectives.

*Reports:* Special reports giving details of important programs and activities of the commission together with crime trends and developments may be employed for fuller, documented explanations or descriptions for the membership. Such reports, depending upon length, can be prepared on a typewriter and then printed at a quick-print shop. Generally the dissemination of reports of investigations may be restricted for reasons of confidentiality, security and intelligence. But reports of surveys and studies relating to such matters as court procedures, caseloads, functioning and performance of prosecutor and court, or the salaries and standards of police departments may be published not only for the membership but for much wider distribution.

*Bulletins or Special Advisories:* Use of a brief, one-page bulletin may be advisable when the membership of the commission, and others, should be informed of important developments quickly, or when there is a continuing issue or activity on which progress reports should be given frequently.

Statements of goals and objectives for the year may be set forth in a bulletin, perhaps confined to one printed page, for distribution soon after the annual meeting and prior to publication of the larger annual report. Such a bulletin can be useful for crystallizing programs and goals, and reminding the membership of them.

*Folders and Pamphlets:* To communicate with membership and the public as well, the commission should develop an appropriate folder describing the commission, explaining its work and objectives, and seeking new members and financial support.

*Annual Report:* This medium of communication with members and the public is a very useful tool and should be a part of every crime commission's information program. The annual report may be printed in an attractive booklet form, much like a corporate annual report to shareholders. Of course, it may also be in typewritten form and printed on regular letter-sized paper and stapled together. Once again, the important fact is to provide an informative, comprehensive view of the crime commission and its programs during the preceding year as well as what is planned for the future. Such an effort will prove to be very helpful to the commission officers and staff in terms of bringing into focus the past year and plans for the coming year.

The annual report should contain:

- A statement of policies and objectives, a definition of the commission and its role.
- A report or statement from the president reciting achievements of the past year and the major plans for the new year.



- Detailed reports on each major program or activity undertaken by the commission.
- Recognition of support—an expression of appreciation for financial assistance and a list of companies and organizations contributing to the commission.
- A listing of officers, directors, committees and membership of the commission, with the names of members and their companies or affiliations and appropriate titles. This section also should include the staff.

The annual report is an important means of reaching prospective members and providing information to the commission membership, news media and other interested organizations and individuals.

## CHAPTER SEVEN

# Developing Good News Media Relations

### *Public Relations: A Vital Tool*

An essential element in developing citizen support and involvement is the news media, including newspapers, radio and television, magazines and other publications.

Media relations should not be left to chance or ignored in carrying out the programs of the citizens crime commission. In the whole area of media and public relations, a planned program should be developed and combined with continuing personal contacts by officers and staff.

When the commission is in its formative or organizational stages, the need for publicity or news exposure may be minimal. In some instances, it has been avoided to prevent jeopardizing the effort before the initial questions and problems have been resolved. This is a matter of judgment and discretion; it should be weighed in the light of the given situation.

Once the commission has begun operation, however, there are many opportunities for developing and maintaining good relations with the news media, thus promoting and encouraging increased citizen support and involvement through publicity.

In the first place, it must be clearly understood that good media relations and public relations begin with basic integrity and honesty. The citizens crime commission must deal in facts, truth and fairness, seeking the best interests of the citizens and the community. From such a premise, cooperation and good will in the media and the public can be built.

The relationship of commission and media was forcefully stated by Aaron Kohn, managing director of the Metropolitan Crime Commission of New Orleans, in these words:

“If the American public is largely apathetic about the needs for crime control, and I think it is, I also believe it’s because they don’t have enough knowledge to form strong opinions as the basis for constructive demands and action. And, in the mass, the public can get such information in steady doses only through the news media.

“Citizens crime commissions have such information, but they need

means of communication. The news media have the means, but not the information.

"In our role as catalysts, our independent crime commissions must take the initiative to form working partnerships with all the news media. Each has resources to fill the other's needs. Together they can create a more knowledgeable citizenry and motivate them to more and wiser demands for government action. We get the kind of government we deserve. Obviously, we have not yet earned excellence in law enforcement and criminal justice."

Some of the elements of the media relations program are detailed here.

1. *Personal contact.* Emphasis must be given to this facet of the successful commission's program. There is no substitute for personal contact in dealing with the news media. Through official and informal contacts, conversations and meetings, understanding, trust and confidence are established and these are the essential ingredients.

The executive director and, depending on policy and personal inclination, the president of the commission should become acquainted with the editor or editors of their major community newspapers as well as suburban newspapers and other local publications. "Get-acquainted" meetings may be casual, in conjunction with a news announcement or release of reports by the commission, or an informal luncheon.

It is important to know the editor and even editorial writers in order to have the opportunity to explain and discuss issues, programs and problems in terms of providing background information for editorial comments and in creating support of commission objectives by the newspapers.

Personal acquaintance with policy-making executives at the newspapers also will be helpful in establishing the credibility of the commission, its reports and news releases or comments on issues. The same applies to television and radio station managers and news directors. Not only are broadcast reporters among the staunchest supporters of the crime commission movement, but broadcast stations often have public service air time available at no charge to the crime commission. Television and radio should not be overlooked in the media program.

One approach for getting acquainted with editors and station managers or news directors is to make an appointment to meet them at their offices, or invite them to an informal lunch and include a tour of the commission offices, if appropriate, pointing out that the files may be of use in developing news stories.

Regular news media luncheons at which commission staff and officers (but not more than two or three) meet with editors or crime reporters can be very helpful for both the commission and the media.

An effective means of building rapport is for the commission's executive director to initiate a meeting with any new media executive arriving on the local scene.

Soliciting the views and ideas of these contacts also will provide valuable input and let the newsman know his knowledge and opinions are important. The commission executive should know who are the investigative reporters with the special assignment of digging into crime and related areas of interest, as well as the crime reporters and police beat reporters involved in crime news. These newsmen often are looking for reliable, informed sources of information and usually will prize a close, working relationship with the crime commission executive director.

Such newsmen should be given information and provided access to files of the commission, when appropriate. They should be kept informed of developments relating to their areas of concern but within the bounds of confidentiality and propriety and the commission's own objectives. Generally the less confidential information shared with news media representatives, the better. "Off the record" comments have a way of showing up in print, sometimes to the embarrassment or chagrin of persons or sources quoted.

Personal contacts may be a telephone call to the editor or reporter to discuss matters of common interest, or the writing of personal notes to provide the personal touch to news releases or reports.

One executive director offered this approach: "Go to the editor, explain what you're about and try to get his confidence. Make sure he and his associates understand. Be honest. It's important to get across that you're not in competition. If for some reason the commission has to sacrifice the credit to get the job done, so be it."

In some communities, political orientation or involvement of the news media policy-makers may mitigate against the type of good working relationships that are most productive. Another problem that may have to be faced is lack of interest or concern about crime problems, or lack of aggressiveness and insufficient staff or ability to deal with the kinds of issues developed by the crime commission. In such cases, the commission leadership should continue its efforts to gain the interest and support of the media. Sometimes national news media may become interested in the crime commission's information, and these media should not be overlooked.

2. *Public Relations Counsel.* The commission may rely upon professional public relations counsel for creating and maintaining good media and public relations. If this approach is taken, care should be exercised to find a reliable firm or individual with some sensitivity to dealing with

the news media and controversial issues.

The assistance of a professional counselor can be significant in building a sound program and developing projects involving citizens.

More emphasis has been given to public relations efforts in recent years. One of the vital ingredients of success, in the view of Ian Lennox, executive vice president of the Philadelphia commission, is money for public relations. The Philadelphia commission increased its budget in one year from \$4,000 to \$10,000 for public relations. This has the effect of providing another staff member and ensures a consistent, professional program of media relations.

While not all commission leadership may conceive of public relations as having a major role, it is important that the citizens crime commission achieve visibility among the public to some extent and among various segments of the community, such as law enforcement agencies, public officials, underworld and related elements. People must be made aware that the commission exists and that it has certain objectives and principles. The citizens crime commission should be a magnet attracting information about questionable and illegal activities as well as inquiries from concerned and involved citizens, whether in business or private life.

The professionally managed program will include planning based on objectives which should, as already indicated, be set forth in writing.

#### ELEMENTS OF THE PROGRAM

The media and public relations program should include such activities and projects as:

- Preparation and dissemination of news releases, the placing of articles in general media, magazines and publications relating to criminal justice and law enforcement, civic organizations and business-oriented publications.
- Preparation of a "commission story," describing and explaining the commission, its objectives and programs, for use as background or feature article material for newspapers and other media.
- Arranging news conferences with appropriate news releases or packets for the commission officers to deal with specific news developments or trends in crime and related developments.
- Establishing, cultivating and expanding contacts with news media to develop lines of communication and an understanding of the commission and its programs, its resources and value as a news source.
- Counseling and assisting in the preparation of reports, studies, surveys on crime and other relevant subjects.
- Development and writing of brochures about the commission and its programs for various audiences in the community.

- Preparation and distribution of other communications such as a newsletter for the membership and others in the criminal justice field and the news media.

- Creation and preparation of special publications and materials together with other educational projects relating to the problems of crime and the criminal justice system.

- Organization of seminars or symposiums for various segments of the public, such as editors and publishers, as a means of providing information and stimulating discussion of crime and criminal justice.

Depending upon the scope of the commission's operation and its local needs, the media-public relations program may vary from a small scale effort to a full time effort. The counsel and advice of professional public relations operatives should be sought at the outset to (1) determine the needs of the commission in this regard, and (2) decide whether or not the commission's board of directors is willing to carry out the program and fund it. For ethical reasons, use of newspaper reporters or other professional news media staff for handling public relations should be avoided. Special research or writing projects, however, may be a means of utilizing the interest and abilities of the professional writer and reporter.

The most important ingredient, however, is the continuing personal contacts, getting to know the editors, reporters, station managers and news directors who deal with the news every day. The second most important element is to keep the lines of communication open, making contacts frequently in some way with the various news media representatives in the community.

It should be emphasized that all the activities and actions of the commission and its staff taken together make up the real public relations program. A policy statement of the Chicago commission declares: "Contacts with all sectors of the public are vital to the commission. Support of the commission is not limited to members and contributors...The commission is sought out for meaningful comments with respect to current issues. It must be noted that public relations does not stand on its own, and all of the programs and activities of the commission are interrelated...The first order of business of the Chicago Crime Commission is to pursue its stated objectives. Flowing from this is a broad public relations program which must remain subordinate to the main objectives of the commission."

#### AWARDS AND OTHER RECOGNITION OF CITIZENS

Among programs which can create interest in the objectives and programs of the commission as well as promoting greater citizen involvement and news media coverage are citizenship awards and other formal recognition of contributions to the fight against crime.

Awards are presented by some crime commissions to law enforcement officers, private citizens and public officials. The purpose is to recognize in a public way significant contributions to improvement of the standards of criminal justice. Criteria which should be considered in planning an awards program include a determination of what type of activities or actions will qualify, whether the award will be limited to private individuals not engaged in law enforcement, and how the selection will be made.

Standards set up by various commissions include the following:

- No award of a token nature.
- Extraordinary or outstanding service to law enforcement and the administration of criminal justice to the benefit of the community or perhaps the nation.
- No award for any single act or event.
- A record of continuity and consistency of service to the community, together with integrity in personal, business, professional and public activities.

An example of an award given to a private citizen is the Kansas City Crime Commission's "Citizen's Honor Award." It is presented in the form of an attractive certificate in recognition of "outstanding efforts and courage in aiding and assisting in the field of law enforcement."

Another type of award was presented to a television station news department by the New Orleans commission for "unusual consistency and courage in reporting on organized crime." Awards also are made by some commissions for outstanding actions by law enforcement personnel. The Chicago commission presents awards to police officers for actions above and beyond the call of duty. Acts of heroism may be recognized. For example, the Miami commission presented an award to a private citizen for heroism in saving a police officer's life.

Inclusion of the news media in the awards program of the citizens crime commission will provide appropriate recognition of deserving efforts and go far in building stronger news media interest in the problems of crime and administration of justice, while also strengthening the commission's role in its relations with the news media.

## Part 2

## Outline

# Working Outline

The following outline for organizing and operating a crime commission is provided for reference and a working guide based on the preceding chapters.

## *WORKING OUTLINE*

### Organizing and Operating a Citizens Crime Commission

#### I. IDENTIFYING THE NEED

##### A. YOUR COMMUNITY NEEDS A CITIZENS CRIME COMMISSION IF:

1. News media report extensive, rising crime.
2. There is ineffective or inadequate or corrupt law enforcement.
3. People fear to walk the streets at night or in certain areas because of the risk of criminal attacks or robberies, or fear of the police and criminal justice system.
4. There are lengthy delays, excessive continuances, dismissals, reduction of charges and disproportionate or inappropriate sentences and disposition of charges by the courts.
5. The prosecutor's office is weak, ineffective or corrupt.
6. Juvenile delinquency, teen-age crime and youth criminal activities are of major dimensions.
7. Narcotics trafficking and drug abuse are of major proportions.
8. Major problems exist in the corrections and penal system.
9. Organized crime is widespread, as evidenced in such activities as gambling, vice, narcotics traffic, cargo thefts, burglaries or holdups.



10. Legitimate businesses have been infiltrated by organized crime and others knowingly profit from dealing with criminal elements and racketeers.
11. There is no local intelligence- or information-gathering effort with respect to crime trends, organized crime, and the functions of the criminal justice system; and there is no information reporting program to inform the public of important developments and issues relating to these areas.
12. There is widespread public apathy and lack of awareness about crime and its effects socially and economically.

#### B. DOCUMENTING THE NEED

1. Create a volunteer research, or fact-finding, group to gather information and data relative to the nature, scope and effects of crime, and the performance of law enforcement, prosecutor's office, the courts and other agencies.
2. Engage a research consultant.
3. Have a combination of both the above.

#### C. EVALUATING RESEARCH FINDINGS

1. Should the organizing effort stop here?
2. Does the research support the need for a citizens crime commission in the community?

### II. PRE-ORGANIZING STEPS

#### A. IDENTIFYING LOCAL LEADERSHIP

1. Strong local leadership essential to success.
2. Most effective leaders generally found in high level business and professional management.
3. Must be committed to progress and improvement of the community; willing to be involved in controversy; knowledgeable and committed to giving time and energy as well as money.
4. Leadership must be willing to finance the commission on a continuing, adequate basis.
5. This leadership must exclude any person who would use the commission for personal or political gain.

#### B. CONTACTING OUTSIDE LEADERSHIP

1. Assistance available from National Association of Citizens Crime Commissions.
2. Assistance may be provided by other crime commissions.

#### C. SPONSORSHIP OF ESTABLISHED GROUPS

1. Chamber of Commerce, Bar Association, other.
2. Such sponsorship may be desirable but it is not essential.
3. It can be valuable in building membership, financing.

#### D. FINANCING THE COMMISSION

1. Discussion needed early in planning stages.
2. What will be the approximate cost for a full-time staff operation for one year? For three years?
3. Financial commitment needed for the first three years to assure proper planning and operation.

### III. ORGANIZING THE CITIZENS COMMISSION

#### A. THE FIRST MEETING:

1. Bring together key persons, who should include influential and respected community leaders, for initial discussion of plans.
2. Demonstrate need for a citizens commission, using research findings, other facts.
3. Define the nature, functions and objectives of the citizens crime commission.
4. Set up a Steering Committee from this group.
5. Make the decision to continue organizing.
6. Discuss scope of operations, staff, budget.

#### B. THE ORGANIZATIONAL MEETING

1. Invite prospective members from among respected, influential citizens.
  - (a) Use names of Steering Committee members in the invitation, to show the caliber of persons involved in the movement.
  - (b) Indicate general purposes, objectives of commission and the needs of the community.
2. Include in program for the meeting:
  - (a) Introductory remarks, explaining the effort, by Steering Committee chairman or other spokesman.
  - (b) Motivational speech by spokesman or representative for the crime commission movement, from an established commission or the NACCC.
  - (c) Distributing and collecting membership applications with pledges of financial support or dues payment.
  - (d) Approval of objectives and by-laws.
  - (e) Election of temporary officers, directors.
  - (f) Deciding qualifications of members.



## IV. CHARTER AND BY-LAWS

## A. NO AUTHORITY FOR COMMISSION OTHER THAN THAT FOR ANY CITIZEN.

## B. SET FORTH BASIC OBJECTIVES AND PURPOSES:

1. Nonpolitical, nonpartisan, nonprofit organization for monitoring criminal justice system, reporting to public and seeking improvements.
2. Civic improvement association approach also may be used.

## V. MEMBERSHIP OF THE COMMISSION

## A. QUALITY OF MEMBERSHIP ALL-IMPORTANT.

## B. DETERMINING FACTOR IN OVER-ALL EFFECTIVENESS.

## C. QUALIFICATIONS BEGIN WITH BASIC INTEGRITY, GOOD REPUTATION, INTEREST IN AND SUPPORT OF COMMISSION GOALS.

1. Broad cross-section of leadership, representative of best in the community.
2. Restrictions against officeholders and candidates for public offices directly related to law enforcement or administration of justice.

## D. SIZE IS DISCRETIONARY BUT LIMITED NUMBER PERMITS MOST EFFECTIVE FUNCTIONING.

## E. PROCESS OF ENROLLING MEMBERS:

1. Nomination by active member in writing, giving background information, qualifications.
2. Screening by commission staff or committee.
3. Consideration by Membership Committee.
4. If favorable committee action, membership vote on election.

## F. CORPORATION OR CIVIC ORGANIZATION MEMBERSHIP.

## G. RECRUITMENT OF MEMBERS:

1. Personal contact by active members.
2. Source of prospective members in list of corporations not represented in the commission membership.

3. Names screened in advance of contact.
4. Small group luncheon useful in recruiting.

## VI. GOVERNING BOARD AND STAFF

## A. STRUCTURE LARGELY DISCRETIONARY.

## B. BASIC ORGANIZATION:

1. Board of Directors, providing general policy making and oversight.
2. Executive Committee, to act in-between Board of Directors' meetings.
3. Officers: President, vice president, treasurer, secretary.
4. Standing committees.
5. Executive Director and Staff, for day-to-day operations.

## C. REGULAR MEETINGS OF DIRECTORS NECESSARY—MONTHLY, SEMI-MONTHLY OR BI-MONTHLY.

## D. MEMBERSHIP MEETINGS AT LEAST ONCE A YEAR.

## E. STANDING COMMITTEES SHOULD INCLUDE BASIC AREAS OF CONCERN:

- Police
- Prosecution and Courts
- Corrections and Penal System
- Juvenile Delinquency and Courts
- Organized Crime
- Legislation
- Budget and Finance
- Membership and Screening
- Public Information and Public Relations

## F. ORGANIZATION AND SIZE OF STAFF

1. Executive Director
  - (a) Must have integrity, ability, professional background in law enforcement or related field, and administrative, leadership qualities, as well as speaking and writing abilities.
  - (b) Salary and other compensation must be comparable to salaries and benefits paid executive officers in business and professions.
2. Staff, depending on size and scope of operation:
  - (a) *Investigators*, with strong background in criminal

investigations or related work.

- (b) *Court observers* or researchers, full-time staff or volunteers with working knowledge of court operations and procedures or aptitude for training, and adequate educational background.
  - (c) *Clerical* staff, may be necessary for filing, other clerical duties.
  - (d) *Financial* staff, required for large operations to handle bookkeeping, budgeting, fund-raising, related duties.
3. Volunteer staff, may be used in some situations.

## VII. FUNDING THE COMMISSION

A. CONTINUING, ADEQUATE FUNDS NECESSARY AND SHOULD BE DEVELOPED AT OUTSET OF ORGANIZING.

B. SUPPORT OF MEMBERSHIP ESSENTIAL.

C. FINANCING IS PRIMARY RESPONSIBILITY OF MEMBERSHIP.

- 1. Through Board of Directors primarily and Finance Committee.
- 2. Not to be placed upon Executive Director, who must be free to carry on duties objectively.

D. WAYS OF FUNDING:

- 1. Advance Funding: Obtain pledges or commitments of contributions, or dues, prior to organization of the commission for a minimum of three years operation.
- 2. Payment of dues, or specified contributions annually by the members.
- 3. Fund-raising luncheons sponsored by commission officers or members.
- 4. Contributions from foundations, corporations or individuals.
- 5. Fund-raising dinner, with tickets sold by the commission membership to the community.
- 6. Special assessments of members when necessary.
- 7. Federal funding of research projects relating to crime or criminal justice, but not operations of the commission.

E. BROAD BASE OF SUPPORT ESSENTIAL

- 1. To avoid control or undue influence by one or a few contributors.
- 2. To develop and maintain community support.

## VIII. PROGRAMS AND ACTIVITIES

A. PRINCIPAL AREAS OF CONCERN:

- 1. Crime
- 2. Police
- 3. Prosecutor's office
- 4. Courts
- 5. Corrections

B. DEFINITE OBJECTIVES MUST BE SET, STRATEGIES PLANNED.

C. COMBATTING ORGANIZED CRIME:

- 1. Investigative, intelligence work necessary.
- 2. Identifying organized crime operations such as gambling, vice, narcotics traffic.
- 3. Searching out infiltration of legitimate businesses by organized crime elements.
- 4. Providing information, assistance to authorities.

D. INFORMATION SERVICES FOR BUSINESSES, OTHERS.

- 1. Creating, maintaining information-intelligence files of the commission.
- 2. For filing information, records, notes, etc., relating to crime, law enforcement, courts, prosecution and other areas of concern.
- 3. Providing information about criminal activities and criminal elements to businesses, governmental agencies, news media, others as appropriate.

E. WATCHDOG FUNCTION OF COMMISSION.

- 1. Observing, evaluating and reporting on performance of law enforcement, prosecution, courts, corrections, and other areas of criminal justice system and public service.
- 2. Exposing and correcting weaknesses and wrongs.
- 3. Seeking to aid, support and improve honest and proper functioning of the system.
- 4. Monitoring or investigating, then seeking corrective action by the responsible agency; if this fails, then public exposure is made.

F. STUDIES AND RESEARCH PROGRAMS.

- 1. Conducting surveys of law enforcement or the courts, probation-parole operations, etc., with respect to functions, effectiveness, needs.
- 2. Making recommendations for improvement in manpower, programs, compensation and benefits.

**G. COURT OBSERVER PROGRAMS.**

1. Observing, studying and recording, analyzing and reporting operations of courts, related agencies, with respect to trends in delays, dismissals, continuances, acquittals, sentences, types of offenses, and similar data.
2. Observers may be salaried staff workers or volunteers, and in some cases, high school students or college students receiving academic credit for their work.

**H. WITNESS NOTIFICATION PROGRAM.**

1. Contacting complaining witnesses in indictment cases to offer assistance and remind of court hearing date; request change of address information for transmittal to prosecution.
2. Providing special assistance, such as answering questions about court procedures, and paging witnesses in the courthouse.

**I. CITIZEN INVOLVEMENT PROJECTS.**

1. "Hot line" telephone for receiving citizen complaints or information about crime, with a special, well-publicized telephone number.
2. Anti-car theft campaigns, utilizing extensive distribution of printed materials, billboards and broadcast media announcements.
3. Anti-burglary, home and business security projects, including special identification marking of personal property.
4. Anti-Crime observances, such as "Crime Prevention Week," or "Law Enforcement Day."
5. Drug abuse control programs.
6. Seminars, institutes, conferences for businessmen and others to provide information and assistance in combating crime.

**IX. DEVELOPING AND MAINTAINING CITIZEN INVOLVEMENT.****A. PROGRAMS OF COMMUNITY INVOLVEMENT AND AWARENESS.**

1. "Law Enforcement Week," to support police in performance of duties and to promote good citizenship and participation in fighting crime.
2. Distribution of promotional materials, seminars.

**B. GRAND JURY HANDBOOK.**

1. Commission staff prepares handbook in cooperation with members of the bar and judiciary.
2. Booklet provides information to assist members of the grand jury in carrying out their duties.

**C. JUDICIAL INSTITUTES.**

1. Series of training institutes for judges.
2. Speeches, discussion dealing with improving sentencing process, public understanding of the judiciary, and other appropriate topics.

**D. INFORMATIONAL PROGRAMS AND MATERIALS.**

1. Need to inform commission members about activities of the commission, on regular basis.
2. Newsletter useful tool for informing membership, criminal justice agencies, media.
3. Special reports useful for disclosing important findings, results of studies, surveys.
4. Folders and pamphlets for reaching citizens with objectives and programs of commission and need for citizen action and involvement.
5. Annual report of the commission very effective means of informing various audiences of the work and goals of the commission, as well as problems and needs of the community.

**E. AWARDS AND OTHER RECOGNITION.**

1. Awards for private citizens, law enforcement personnel, public officials and others to recognize significant contributions to the fight against crime and improvement of criminal justice system.
2. Promotes greater interest in and support of the programs and objectives of the commission.

**X. DEVELOPING GOOD NEWS MEDIA-PUBLIC RELATIONS****A. ESSENTIAL ELEMENT TO SUCCESS IN INVOLVING CITIZENS.****B. ELEMENTS OF MEDIA RELATIONS PROGRAM:**

1. Personal contacts by executive director and/or officers of the commission with news media policy-making executives and working newsmen.
2. Regular news media luncheons hosted by commission

executive director and/or president.

3. Preparation and dissemination of news releases and placing articles for publication.

4. News conferences as appropriate for announcements, news releases, statements.

**C. PUBLIC RELATIONS COUNSEL MAY BE  
RETAINED FOR HANDLING INFORMATIONAL,  
PUBLICITY AND PROMOTIONAL PROGRAM.**

**D. AWARDS FOR NEWS MEDIA EFFORTS IN CRIME  
FIGHTING.**

1. Recognition of significant contributions to the fight against crime through reporting, writing or broadcasting.

2. Presentation at annual awards dinner or annual meeting of commission.

## Part 3

## Profiles

# Profiles in Crime Fighting

Citizens Crime Commissions throughout the United States provide working examples of the citizens commission concept. On the following pages, descriptions of various commissions are presented as a means of giving further insight into their organization, programs, objectives and operations.



## *Profiles in Crime Fighting*

### **Metropolitan Atlanta Crime Commission, Inc. Atlanta, Georgia**

#### **ORGANIZATION**

Incorporated in the State of Georgia on June 21, 1966, this commission was the outgrowth of a recommendation by the predecessor Atlanta Crime Commission in its report entitled "Opportunity for Urban Excellence." The original commission, an advisory group, in setting forth recommendations for programs of crime control and prevention, recommended the creation of a permanent citizens crime commission which would on a continuing basis seek out the root causes of crime, study trends in crime and remain alert to attempts by organized crime to establish itself in the Atlanta community.

#### **OBJECTIVES**

Objectives of the commission, being independent and operated for the public good, shall be to prevent crime and juvenile delinquency wherever possible; to search out the continuing and changing causes of crime and juvenile delinquency; to check all levels of government in the metropolitan Atlanta area for crime; to obtain constantly updated facts on organized crime; and to perform other eleemosynary purposes in connection with the prevention and reduction of crime and juvenile delinquency.

#### **SERVICES**

Advisory services are provided to public and private agencies concerned with juvenile delinquency, law enforcement, prosecutions, courts, corrections, and rehabilitation, i.e., the criminal justice system.

Educational services include providing experienced law enforcement training personnel from the Staff as lecturers to such educational institutions as State universities and to police training programs conducted by the Georgia Police Academy and the Atlanta Police Academy. The subject matter of lectures includes organized crime, narcotics, police-community relations, bombing tactics, civil rights, police management,

criminal justice planning. Upon request the commission also has provided speakers to civic groups, business and trade associations, church organizations, women's clubs, Parent-Teacher Association meetings and other groups as part of a public education program about law enforcement, crime prevention and control problems, together with greater citizen involvement in prevention and control of crime and improvement of the criminal justice system.

From its criminal intelligence files, the Commission provides information to law enforcement agencies and to the business community which might be affected by criminal operations.

Studies of court operations are conducted by the Commission which makes recommendations to public officials for improvement of problem areas in the system.

The Commission reviews the adequacy of law enforcement manpower needs and makes recommendations to concerned public officials.

On a continuing basis the commission examines the adequacy of criminal laws and makes recommendations for legislative action when necessary.

Monthly newsletters and statistical reports have been published by the Commission to inform Commission members and others in the community about crime trends in the Atlanta area and other matters of relevance to law enforcement, crime prevention and control.

The Commission staff has participated in the formal planning process for criminal justice programs in metropolitan Atlanta and the State of Georgia.

#### PROGRAMS/ACCOMPLISHMENTS

The Commission in recent years has reorganized its committee structure to concentrate on matters relating most directly to crime prevention and control as they affect law enforcement, the courts and corrections, as well as efforts by organized crime elements to infiltrate businesses and otherwise gain influence. The Commission has functioned in a "watchdog" role to examine the law enforcement planning process in the metropolitan area and has played a leadership role in redesigning the statewide criminal justice planning process in Georgia.

Among the programs and accomplishments of the Atlanta Commission:

#### STUDY OF THE ATLANTA POLICE DEPARTMENT.

The Commission recommended an independent professional study of the Atlanta Police Department and sought to develop support from appropriate agencies of government and the public. Such a study was

**CONTINUED**

**1 OF 2**

made by the International Association of Chiefs of Police under a contract with the City of Atlanta and completed in 1971. The Commission has provided guidance, advice and leadership toward implementation of the study report, while continuing to monitor progress of the police department.

#### REVIEW OF GEORGIA PLANNING PROCESS.

The Commission staff was responsible for development of a statewide planning approach determining law enforcement priorities for distribution of funds from the federal Law Enforcement Assistance Administration. Based on recommendations of the Commission staff, the entire statewide criminal justice planning process to qualify for federal grants was reorganized.

#### DEVELOPMENT OF METROPOLITAN NARCOTICS UNIT.

The Commission participated in planning and development of the Metropolitan Narcotics Unit composed of law enforcement agency representatives from throughout the metropolitan area.

#### REWARD FUND ADMINISTRATION.

At the request of the Mayor, the commission drafted a plan for the administration of a reward fund for payment to citizens for information leading to arrest and conviction of traffickers in drugs and narcotics, and continues to serve in an advisory capacity to the reward policy committee. Within the first two years of the fund's operation, it had a part in the seizure of \$1,500,000 in narcotics and more than \$100,000 confiscated in the arrest of some 50 persons on narcotics charges.

#### LAW ENFORCEMENT TRAINING.

Representatives of the Commission serve in an advisory capacity to the Georgia Law Enforcement Council's Mandated Training Committee in development of standards and policies relating to mandated police training in the State.

#### LAW ENFORCEMENT PERFORMANCE.

Staff members of the Commission assisted in the study and recommendations leading to reorganization of the Georgia Bureau of Investigation and also provided instructors in the training program. Monthly reports of the Atlanta Police Department are reviewed to assess the adequacy of personnel, adequacy of police salaries, trends in high crime areas



and other crime data. The Commission has taken a position relative to term of office and qualifications of the Chief of Police, support for needed personnel, creation of additional supervisory positions and development of new police procedures.

#### ADMINISTRATION OF JUSTICE.

The Commission studies operations of the courts of Fulton County on a continuing basis relative to the criminal prosecutions with particular attention to delays in prosecution, adequacy of judicial personnel, and has collected information relating to the advisability of establishing the position of Court Administrator.

#### ORGANIZED CRIME INTELLIGENCE.

A cooperative program of combatting organized crime was developed by the Commission staff, with a member of the staff serving as Chairman of the Georgia Organized Crime Prevention Council which created and coordinates the Georgia Intelligence Network as a means of resisting, controlling and preventing organized crime. Another Commission project was a twice-monthly organized crime intelligence conference composed of various federal, state and local law enforcement agencies within the metropolitan Atlanta area. The Commission initiated a research project involving the impact of parimutuel betting on a community and its effect, if any, as an attraction to organized crime. The Commission maintains a file of organized crime figures, local and others, and provides information to law enforcement agencies and legitimate business interests in the Atlanta community as appropriate. Investigations by law enforcement agencies have been initiated to determine whether certain organized crime-associated individuals were involved in legitimate Atlanta businesses. The threat of such infiltration has been called to the attention of target businesses and industries through Commission efforts, with briefings of executives of financial institutions concerning the backgrounds of persons with ties to national crime Syndicates relative to local business dealings. Other activities include an organized crime seminar for professional sports owners and management.

#### SPECIAL CRIME CONTROL PROGRAM.

The Commission through its trustees and staff supported and encouraged the selection of Atlanta by the federal government as one of eight cities to be designated for \$20 million in special crime control assistance, then after selection of Atlanta as one of these cities the Commission continued to monitor the administration of the program and focus public attention on lack of progress in implementing crime-reduction projects.

#### CITIZEN INVOLVEMENT.

Among activities of the Commission are appearances before civic groups, and counseling with various organizations and individuals with regard to efforts to upgrade the criminal justice system. Consultative assistance was given to a group of former Grand Jury women who studied the Juvenile Court system, and in conjunction with the National Council of Jewish Women prepared a report recommending improvements in the system.



## *Profiles in Crime-Fighting*

### **Burbank Citizens' Crime Prevention Committee Burbank, California**

#### **ORGANIZATION**

The committee was organized in 1951 with key officials of Lockheed Aircraft Corporation, Walt Disney Productions and Warner Brothers Pictures, Inc. taking leading roles in formation of the group after the exposure of an influx of underworld characters and the resulting concern over encroachment by organized crime.

Most of the founding members were businessmen who pledged a total of \$150,000 to fund an investigation and cleanup campaign, employing a former FBI agent as the chief investigator.

#### **ACTIVITIES**

The investigative efforts of the committee resulted in exposure of conditions and public hearings into activities relating to crime and law enforcement. Reform measures were taken to provide new leadership in the city government and overhaul the police department and reduce serious crimes.

Within five years of its organization, the Burbank committee shifted to a less active standby status without paid staff, continuing its "watch-dog" capacity, holding meetings as appropriate and conferring with community leaders including the Mayor, city manager and chief of police. The committee leadership remains alert for any recurrence of undesirable conditions and if necessary a paid staff again would be employed to deal with problems of crime and law enforcement.

The attitude of the committee was expressed by its president, Stanley G. Pearson, who said:

"We have steadfastly held to the premise on which we were founded—to keep organized crime from getting a foothold in our city government. We get complaints from time to time about suspicious events that might involve organized crime. Our policy has been to give this information to the appropriate government agency to process, and if the agency handles the matter in a manner satisfactory to us, we do nothing further.

"As citizens of this community, we believe the citizens crime committee concept is valuable to communities in seeing that local government properly serves its citizens, and we welcome every opportunity to relate the favorable results of our committee's actions in the hope that it will encourage the citizens of other communities to adopt similar organizations."

## *Profiles in Crime-Fighting*

### **Chattanooga Area Crime Alert And Law Enforcement Commission Chattanooga, Tennessee**

#### **ORGANIZATION AND PURPOSES**

In May 1973, the Chattanooga-Hamilton County Law Enforcement Commission and the Crime Alert Council of Greater Chattanooga merged to form the successor organization: the Chattanooga Area Crime Alert and Law Enforcement Commission (CALECO).

CALECO has as its purpose and function the investigation of any matters concerning law enforcement and the judiciary and correctional system in Hamilton County, together with the furtherance of the use of the Crime Alert telephone information program.

The Commission has assumed the responsibility for keeping citizens of the area informed of matters relating to law enforcement and the courts and corrections systems, and to encourage citizen involvement and understanding.

Organizational members of the commission included Associated General Contractors of America-Chattanooga Chapter; Brainerd Village Merchants Association, and the Chattanooga Automotive Trades Association, Bar Association, Board of Realtors, Civitan Club, Convention and Visitors Bureau, Engineers Club, Jaycees, Kiwanis and Lions clubs; Chattanooga Manufacturers Association, and Trial Lawyers Association; Eastgate Center Merchants Association; Insurers of Chattanooga, and League of Women Voters.

#### **ACTIVITIES AND PROGRAMS**

Prior to merging and since that time, the Crime Alert and Law Enforcement Commission contributed to improved criminal justice and involvement of citizens in the efforts by:

Sponsoring seminars for the public.

Maintaining liaison with as many of the local police departments as possible, the sheriff's office, highway patrol and the district attorney.

Contributing to and assisting in initiating volunteer parole and work release programs.

Providing counsel and advice on a new county jail and a state regional jail.

Conducting investigations of political corruption.

Initiating efforts for a study of law enforcement in the county.

Initiating a Youth Committee to work with youth in an effort to promote greater understanding of law enforcement.

Conducting a court observer program in county and city courts.

## *Profiles in Crime-Fighting*

Chicago Crime Commission  
Chicago, Illinois

### ORGANIZATION AND FUNCTIONS

The Commission was founded in 1919 as a volunteer citizen organization, with the basic purpose of serving as an independent investigative "watchdog on crime," representative of the public interest.

To carry out its programs and achieve its objectives, the Commission maintains a trained, experienced staff of investigators, researchers and statisticians who develop and compile information for authoritative reports on crime, criminals and the effectiveness of law enforcement throughout metropolitan Chicago. Undercover investigators obtain information on rackets, vice and gambling. Commission staff observers-researchers regularly attend the criminal court proceedings to report on the conduct of the prosecution and the activities of judges. Assistance also is provided to victims of felonies on a regular, organized basis.

A continuing analysis of criminal court cases is conducted by the Commission with the objective of reducing trial delays and miscarriages of justice. Frequent assistance is rendered by the Commission to city, county, State and federal law enforcement agencies. Investigations are made into gambling, vice and related criminal operations, and specific reports are submitted to the appropriate enforcement agencies with requests for action.

### OBJECTIVES

Objectives of the commission are: To act as a nonpolitical, nonpartisan, scientific agency in determining whether public officials and others charged with suppression, prevention and punishment of crime, and the general administration of justice, are performing their duties as charged; to review legislation relative to law enforcement and crime, prevent infiltration of legitimate business by organized crime, engage in research within the fields of criminology, law enforcement and the administration of justice, and encourage public support and involvement in the fight against crime.

## PROGRAMS AND ACTIVITIES

The Chicago Commission provided information for the United States Senate rackets investigation, evidence leading to the exposure of crime and corruption, and issued the first "Public Enemy" list, identifying gangster Al Capone and his henchmen.

### ORGANIZED CRIME INVESTIGATION AND CONTROL.

Staff investigators and researchers obtain and assimilate information on organized crime, relating to the nature and scope of criminal activities together with political, social and economic ramifications. Investigations are conducted as the result of information from confidential and other sources, with staff members or informers infiltrating Syndicate gambling and vice operations to obtain evidence at first-hand.

An important part of this program is the Commission's Business Service through which businesses can check for criminal Syndicate connections of prospective customers, suppliers, employees or other business contacts. This service puts at the businessman's disposal one million items of information about criminal activities and personalities. Consultation about security problems or other matters and management conferences on crime and Syndicate infiltration are other services offered.

### RESEARCH AND ANALYSIS.

Projects include surveys and analyses of criminal court cases showing the rate of indictments and convictions in armed robbery cases; the number of cases in which a defendant is on probation for one or more offenses when arrested on additional charges for other offenses; the extent of court cases involving unlawful use of weapons and their disposition; in-depth study of armed robbery offenders from time of arrest to release from the criminal justice system.

Court Observers provide statistical and analytical information for surveys, reports and other uses as part of the research and investigative efforts of the Commission. Data gathered by Court Observers were the basis for a major appraisal of the criminal justice process, showing more continuances requested by the State than the defense, due to a lack of personnel, and other problems. Remedial steps recommended by the Commission included a 45-day deadline for disposition of cases after preliminary hearing, and a court manager to set priorities in scheduling trials and to serve as liaison for the parties and agencies involved.

Research by the staff uncovered a high incidence of probation granted for defendants previously convicted in criminal court, with some felony convictions for which no probation was permitted. As a result of the

Commission's work, legislation was recommended for improvement of the probation system.

### WITNESS ASSISTANCE.

The Commission contacts complainant witnesses, that is the victims, in felony indictments, giving the number of the indictment and offering assistance without charge in regard to the judicial process. To ensure that witnesses are informed about court procedures and their rights, the Commission organized a special project for printing a booklet of questions and answers about legal procedures in both English and Spanish.

### OPERATION CRIME CALL.

This program, operating around the clock, provides a telephone reporting system which permits any citizen to call a special telephone number and report possible criminal activities on an anonymous basis.

### CONFERENCES AND SEMINARS.

The Commission annually conducts seminars and conferences for various business groups and others; these are informative and educational forums on organized crime, and include such topics as cargo theft, gambling, fraud and embezzlement, other white collar crime, narcotics traffic, and public awareness of organized crime. Members of the staff give speeches and lectures before various organizations, discussing crime, community involvement and the activities of the Commission.

### CHICAGOLAND LAW ENFORCEMENT WEEK (CLEW).

This annual observance is designed to stimulate citizens of the Greater Chicago area to realize the individual responsibilities in fighting crime by supporting law enforcement agencies and resisting all forms of vice, crime and lawlessness. Organized in 1965, CLEW includes seminars, exhibits and other activities, highlighted by a formal luncheon program attended by hundreds of businessmen, civic leaders, law enforcement, court officials and others concerned with crime control and prevention.

### EDUCATIONAL INTERN PROJECTS.

Among educationally related programs of the Commission is a credit course in criminal justice for students in the School of Criminal Justice at Southern Illinois University. Students participate in the Court Observer activities and other research work, receiving academic credit for the 10-week internship with the Commission.

## OTHER ACTIVITIES

In other activities the Commission reviews, proposes and supports (or opposes) State and local legislative proposals relating to crime and its prevention or control; cooperates with law enforcement officials and civic leaders in other communities as requested as well as local authorities when appropriate.

The Commission publishes a monthly "Searchlight" report to provide information about crime trends and related developments to membership of the Commission. An annual report describing activities and programs of the past year is published, and other reports and materials are published and released as warranted by Commission findings and programs.

*Profiles in Crime-Fighting*

**Northwest Indiana Crime Commission, Inc.  
Crown Point, Indiana**

## ORGANIZATION

The Northwest Indiana Crime Commission, Inc. was chartered as an independent nonpartisan investigative organization in January, 1961. Its governing body is a 30-member board of directors which elects a new president annually. The operating director and chief of investigations, a former FBI Special Agent, was a staff executive of a Better Government Association in Minneapolis for nine years.

The Commission has functioned as a public servant concerned with organized crime, corruption and injustice. It is prosecution-oriented and has wide authority from the State to conduct investigations but has no power of arrest or subpoena. Commission investigators have only the power of the ordinary citizen in this regard. This works to the advantage of the privately funded Commission and the citizens who bring it information as there need be no political restrictions or considerations influencing its course of action which seeks to improve the local community and law enforcement. Commission investigators are licensed by the State with specific authority to conduct "investigations for the purpose of obtaining information with reference to any of the following matters: Crimes against the State or wrongs done or threatened; the habits, conduct, movements, whereabouts, association, transactions, reputation or character of any person, firm or corporation; credibility of witnesses or other persons..."

## ACTIVITIES

A major effort of the Commission in recent years was directed toward court reform and reorganization. Expansion of the Lake County Criminal Court from one to four judges was achieved, eliminating hearing commissioners and special judges. The Commission followed up the reorganization by preparing a court monitoring team to function in a "watchdog" capacity on the administration of justice.

Another major program of the Commission was development of neighborhood organizations to combat crime in the streets and stimulate



improved service from unresponsive criminal justice agencies.

The Commission has served as a last resort for citizens and victims of various illegal or questionable practices including mal-administration, working to rectify mistakes in governmental action or prosecution. In one case, the Commission assisted in solving a \$2.2-million theft of securities from an interstate aircraft by organized crime elements. The Commission also exposed a multi-million dollar fraud which "fleeced" the stockholders of a large corporation, and the commission provided the Internal Revenue Service with numerous tax delinquency leads.

## *Profiles in Crime-Fighting*

### Greater Dallas Crime Commission Dallas, Texas

#### ORGANIZATION

The Greater Dallas Crime Commission received its charter on July 18, 1950. It is an association of citizens of high character and influence, devoted to the maintaining of law enforcement and crime prevention in the Dallas Metroplex. Because of the stature and position of its members in the civic life of the community and their personal detachment from the official side of law enforcement, it represents and makes articulate the interest and power of the general public. However, it does not seek to directly enforce the law or to act as a vigilante group or any other type of law enforcement agency. Except for its salaried secretary, the commission is operated by citizen volunteers.

#### ACTIVITIES

The activities of the Crime Commission include these:

1. Working to secure an efficient administration of criminal justice through the promotion of close cooperation between all officials, agencies and tribunals concerned.
2. Conducting necessary investigations to determine the efficiency of enforcement, the weak links in the chain of operation, and what remedial steps should be taken.
3. Promoting desirable legislation designed to correct weaknesses in criminal procedure, such as laws relating to bail bonds.
4. Maintaining records of crime and of law enforcement in Dallas County of a type to be of assistance to the Crime Commission in making recommendations as well as aiding various officials and agencies in carrying out their responsibilities.
5. Working to assist in rehabilitation of persons released from prison. The Commission has cooperated with the Texas Department of Corrections in an effort to obtain employment for discharges from the correctional system prior to release. The Commission also cooperates with the Texas Board of Pardons and Paroles with reference to applications affecting Dallas County.

6. Cooperating with the Texas Alcoholic Beverage Commission and the courts with respect to the granting, suspension and revocation of liquor and beer operator licenses in Dallas County.

7. Studying the problems of juvenile delinquency and promoting a constructive remedial program by the appropriate agencies.

8. Maintaining contact with other Crime Commissions throughout the nation, as well as with out-of-state law enforcement agencies, for the interchange of information concerning nationally organized mobsters and crime syndicates in order to combat organized crime.

9. Keeping the public informed of current crime problems, awakening individual citizens to their responsibilities, and speaking for the public in demanding better law enforcement as warranted by conditions. Educational and anti-crime projects include the distribution of 40,000 pamphlets urging citizens to lock their cars as an anti-theft measure; the printing of 20,000 posters, distributed through Parent-Teacher Association groups, to assist school children in finding shelter or protecting themselves from criminal attacks; participation in a computer identification system with the purchase of 200 electric pencils for use by citizens in marking personal property.

10. Assisting businesses in preventing and controlling crime, through such programs as a shoplifting seminar in cooperation with police, providing information to merchants for use in combatting shoplifting.

## *Profiles in Crime-Fighting*

### Tarrant County Crime Commission, Inc. Fort Worth, Texas

#### ORGANIZATION

The Tarrant County Crime Commission, Inc. was chartered on June 20, 1952 after two special grand juries had recommended creation of a commission patterned after the Chicago Commission. A grand jury appointed a committee of three prominent citizens to devise an organizational plan which was implemented in 1952. Organization of the Commission followed a series of gangland-style killings and other conflicts involving gambling and prostitution.

Essentially a volunteer effort, the Commission operates with a non-salaried executive, or administrative officer, and a full-time secretary plus temporary undercover agents and informants. Membership totals approximately 300 in four categories: Institutional, dues of \$100 and up; Sustaining, dues of \$25 to \$100 annually; Active, \$25; and Associate, which is a type of liaison membership for other organizations such as civic clubs. A 21-member Board of Directors sets policies and determines programs. Most of the work is done by members of the Commission. The Board of Directors meets quarterly; the Executive Committee, consisting of the president, vice presidents, treasurer, executive secretary, managing director and chairman of each standing committee, meets monthly to handle routine business.

Institutional members of the Commission are represented by an advisory board known as the Citizens' Advisory Council.

The purposes of the Commission, as set forth in the by-laws, include these:

"To promote and engage in scientific and educational research within the fields of criminology, penology and related sociology, and announce the results thereof to the general public for practical use, and act as a nonpartisan, scientific and educational agency of citizens' inquiries for the promotion of the efficiency and activities of all officers and officials of the County of Tarrant, State of Texas; and to encourage and secure an intelligent and efficient administration of criminal justice and to encourage all officials charged with the duties of suppressing, preventing

and punishing crime to perform their duties uncompromisingly, courageously, firmly and aggressively."

The by-laws also emphasize that the Commission "is not an apprehending, prosecuting nor judicial body," and adds: "It does not assume to perform the duties of accredited officials charged with the administration of criminal justice. It does not arrogate unto itself the power to enforce the laws. It does exert its influence in the community to see that such laws are enforced by those responsible with diligence and justice."

#### ACTIVITIES

The Commission has worked effectively and privately with law enforcement officials to encourage improvements in administration of duties, to curb questionable or illegal activities and enforce laws impartially.

A survey of the Fort Worth Police Department was endorsed and supported by the Commission in order to determine problems and needs.

An investigation of the district attorney's office was conducted by the Commission and evidence presented to a grand jury making an inquiry.

The Commission reviews public records and reports of official agencies involved in the administration of justice, including court records and daily arrest reports of Fort Worth and Tarrant County.

"Operation Crime-Stop" was conducted by the Commission as a means of encouraging citizens to report suspicious persons or activities by calling a special telephone number. In this project, 500,000 "Crime-Stop" cards were distributed to the community by volunteers, with more than 1,000 businesses signing written pledges of support for the effort. A measurable reduction in crime followed.

In other activities, the Commission was instrumental in instituting a modern medical examiner program in the county and State, the adoption of voting machines to prevent election frauds, support of adequate funding for criminal justice agencies, services to grand juries, courts and various officials with the Commission's general counsel serving as special counsel in some cases, and the Commission's continuing representation of and reporting to the public on the status of law enforcement and criminal justice in the Fort Worth area.

### *Profiles in Crime-Fighting*

#### Mississippi Coast Crime Commission Gulfport, Mississippi

#### ORGANIZATION

The Mississippi Coast Crime Commission was granted a charter under the laws of Mississippi on November 19, 1970 as a civic improvement corporation. The charter provides that this Commission is nonprofit, nonpolitical and nonpartisan. As a civic improvement corporation, the Commission is thus granted a latitude enabling it to monitor the activities and operations of all facets of local, state and federal governments where the interests of the citizens are affected. As a practical matter, the Commission has the right to "follow the taxpayer's dollar." In addition, the MCCC functions as a nonofficial, fact-finding citizens intelligence agency, working in compatible liaison with appropriate official intelligence agencies to collect, analyze and disseminate data on possible infiltration by organized crime into the three coastal counties of Hancock, Harrison and Jackson.

The successes achieved by the Commission are directly attributed, by its executive director, to the generous, moral and financial support of its membership and, in a large measure, to the responsibility, courage and altruism of the board members. Each of the three counties within the commission's territory is represented on the Board of Directors. Board members have no political axes to grind and they represent an equitable cross-section of the financial, professional and business communities. The Commission employs a full-time Executive Director, who is a former FBI agent, and an office secretary.

#### ACTIVITIES

The MCCC's work generally follows the pattern of most citizens crime commissions. It is action-oriented. While day-to-day operations are under direction of the Executive Director, he is under the supervision of the Board of Directors which meets once each month. An Executive Committee is available between the monthly board meetings to provide counsel and direction as needed. There are only two spokesmen for the commission, the president and the Executive Director, enabling the

Commission to project a decisive unity in its public image.

Objectives of the Commission basically are achieved through one of three categories: (1) Direct Action—reflected in published reports by the Commission; (2) Motivation—the influencing of public officials, individuals and organizations toward a specific improvement or goal, or acting as a catalyst of various critical forces to achieve a given end; and (3) Psychological Deterrent—the mere existence of a citizens crime commission, it is reported, serves to deter some criminal activity and acts of malfeasance and misfeasance in public office.

MCCC is dedicated toward the encouragement of citizen involvement, and has adopted the slogan, "Civic Improvement Through Citizen Involvement."

Among the accomplishments of the Commission:

A full-time District Attorney within the Commission's jurisdiction, as recommended by the Commission.

Publication of a Handbook for Grand Jurors based upon the Mississippi Code and distributed through the Mississippi Division of Law Enforcement Assistance for use of all county grand juries in the State.

Co-sponsoring the TIP (Turn In A Pusher) Program in cooperation with seven Chambers of Commerce in the area; the program is operated on a round-the-clock basis and covers 1,800 square miles in the three coastal counties.

Advocating legislation to implement a mandatory county unit administrative system of government in the State.

Conducting a survey of police personnel programs in all municipalities in the coastal area, recommending improvements in police salaries, retirement, fringe benefits and job security.

Recommendation of bail bond reform measures.

Proposing an operational budget and administrative structure for the Sheriff's Office of Harrison County at the request of the County Board of Supervisors.

Recommendation for fingerprinting and thorough background investigation of all fire and police personnel and other employees in sensitive positions in county government.

Recommendation for an audit of the politically powerful Mississippi Association of Supervisors when it was learned that MAS was funded entirely by membership dues and publication advertisements paid from tax funds; this recommendation was carried out.

Presentation of annual awards for outstanding achievements to individuals and officials distinguishing themselves in the fields of statesmanship, law enforcement, academic achievement and journalism.

Demand for resignations of public officials serving with blatant conflicts of interest.

## Profiles in Crime-Fighting

### The Kansas City Crime Commission Kansas City, Missouri

#### ORGANIZATION

The organizational meeting of the Kansas City Crime Commission was convened on September 13, 1949 as the outgrowth of several months of investigation by a Jackson County Grand Jury which recommended creation of the citizen commission. Organizers decided the Kansas City commission should be patterned after the Chicago Crime Commission. At the outset the membership was limited to 100 citizens and an 11-member board of directors. Purposes and objectives are set forth in another section of this manual.

#### ACTIVITIES AND ACCOMPLISHMENTS

##### REWARD ADMINISTRATION.

The Commission has administered numerous reward funds, paying out more than \$8,100 during a five-year period for information instrumental in arrest and conviction in cases involving five murders and other criminal cases. In 1970 the Commission itself offered a \$20,000 reward for information leading to arrest and conviction of the perpetrator or perpetrators of bombings of several buildings in the Kansas City area. Reward funds have been administered in murder, kidnaping and vote fraud cases.

##### ORGANIZED CRIME EXPOSURE.

A "Spotlight on Organized Crime in the Kansas City Area," describing crime Syndicate operations and local conditions involving organized crime, was prepared and distributed by the Commission. Investigation into business transactions of professional athletes to determine any connection with gambling figures was conducted by the Commission staff. A staff member provided testimony in a case involving the smuggling of drugs and contraband into the federal prison at Leavenworth, Kansas. The Commission blocked attempts to prevent deportation proceedings against a Kansas City narcotics trafficker, and helped focus public attention on a major gambling operation, resulting in its being closed.

Information on various criminal activities was compiled by the Commission staff for the Select Committee on Crime of the United States House of Representatives at the request of the Committee Chairman.

#### CRIMINAL JUSTICE IMPROVEMENT.

The Commission exposed unwholesome practices in the city jail; assisted in eliminating the practice of issuing deputy sheriff and deputy coroner commissions to persons not engaged in law enforcement work; and reviewed, encouraged and achieved a stricter municipal policy on issuance of pistol permits. Support has been given by the Commission to an increased budget for the police department, a full-time county prosecutor, a grand jury investigation of municipal courts and new facilities for the courts. The Commission sponsored a public safety drive to get additional police officers employed, together with increased benefits for policemen and firemen. Prepared by the Commission was a manual for grand jurors, outlining the jury's functions, procedures and duties under State law.

#### RESEARCH AND INVESTIGATION.

Studies conducted by the Commission have examined the juvenile court system; probation and parole; county prosecutor's office with respect to cases presented by law enforcement agencies and the number prosecuted or dismissed, municipal court appeals in intoxicated-driving cases, and bonding practices involving criminal charges.

#### LEGISLATIVE PROGRAMS.

Activities of the Commission include taking the lead in efforts to obtain enactment of anti-fencing legislation, and support of legislation permitting autopsies at the discretion of the coroner. Other proposals supported by the Commission included a city ordinance on registration of felons, an ordinance outlawing sale of deadly weapons to minors, and state legislation providing for continuing grand juries, tighter narcotics and shoplifting laws. The Commission assisted in revision of the Kansas City liquor control ordinance.

#### SEMINARS AND EDUCATIONAL ACTIVITIES.

The Commission cooperated with business groups and the police department in sponsoring a series of seminars for small businesses to combat shoplifting, fraud and employee theft; and has sponsored a program on crime and civil disorder for police officers, prosecuting attorneys and judges. Also conducted by the Commission was a bomb

seminar for supervisory personnel in law enforcement, business and industrial security. The Commission sponsored a Midwest Criminal Justice Seminar in cooperation with other organizations, and the annual Statewide Conference on Crime, Delinquency and the System of Justice in cooperation with the Missouri Law Enforcement Assistance Administration and the University of Missouri at St. Louis.

#### AWARDS PROGRAM.

An awards program was established by the Commission in conjunction with the Board of Police Commissioners in order to recognize citizens for outstanding cooperation with law enforcement.



## *Profiles in Crime-Fighting*

### Southern Nevada Citizens Crime Commission Las Vegas, Nevada

#### ORGANIZATION

The Commission was organized in 1970 as a project of the Nevada Chapter of the Federal Bar Association. It was patterned after the Chicago and Philadelphia commissions, permitting full membership only to citizens not involved directly in law enforcement. The main function of the Commission is to attack crime generally but emphasis is given to improvement of the administration of justice. One of the principal goals is to help law enforcement agencies obtain sufficient funds and personnel to carry on their work properly.

Operating initially with volunteer staff and minimal dues of \$10 per year, the Commission has begun to seek funding for full-time operation with staff and offices.

#### ACTIVITIES

The Commission has strongly supported increased police manpower to cope with rising crime in Las Vegas and Clark County. Recommendations were made by the Commission to resort hotel management for dealing with burglaries and parking lot robberies.

In other activities, the Commission has:

Supported efforts, which were successful, to consolidate city and county police departments.

Initiated a drive for improved police equipment and higher standards and salaries for police, and improvement of the court system.

Initiated a program for turning in narcotics dealers, widely publicizing a special telephone number with the cooperation of news media.

Recognized anticrime efforts and outstanding performance of duties by citizens and public officials through presentation of awards of commendation.

Recommended various legislative changes relating to crime and law enforcement.

## *Profiles in Crime-Fighting*

### **Crime Commission of Greater Miami Miami, Florida**

#### **ORGANIZATION**

The Crime Commission of Greater Miami was founded in 1948 by a group of civic leaders aroused over an influx of gangsters into Dade County and their infiltration into legitimate businesses. The original leadership included a former mayor of Miami Beach, the publishers of both *The Miami Herald* and *The Miami News*, the president of the city's major department store, and the president of Florida Power and Light Company.

The Commission is a citizens' organization. It is non-official, non-political, nonpartisan, and it represents the community's interests in law enforcement and in good government. It is supported solely from voluntary contributions of business firms, civic clubs and civic-minded citizens.

Its objective is to increase public respect for law; to bring about better law enforcement; to fight gangsterism and the invasion of legitimate business by racketeers. Its concern about crime ranges from the bolita operator and the armed robber to the problems of improving criminal trials and procedures.

Membership is open to qualified voters in Dade County upon approval by a majority of the Board of Directors and payment of dues. Officers, directors or employees of the Commission are prohibited from holding elective public office or being candidates for such offices while serving with the Commission. Four classes of membership are: Regular, dues of \$10 or more yearly; Contributing, \$25 or more; Institutional, \$500 up; and Associate, \$1 to \$10. Associate members have no vote.

The policy and programs of the Commission are decided by the Board of Directors, with 50 members elected annually by the voting membership.

#### **ACTIVITIES AND ACCOMPLISHMENTS**

##### **ORGANIZED CRIME CONTROL**

Immediately after it was established, the Commission engaged a former FBI agent as its executive officer and launched an intensive campaign

against organized rackets, including syndicated bookmaking and gambling casinos.

In 1948 and 1949 with the aid of news media, the Commission exposed a takeover of the S&G Miami Beach bookmaking syndicate by the Al Capone gang.

The Commission led a successful drive to close down illegal gambling casinos and gangster-controlled bookmaking in oceanfront hotels, and exposed indifferent and lax law enforcement, resulting in the election of officials pledged to effective enforcement of the law.

In 1950, the Miami Commission was the first organization to support creation of the Kefauver Senate Crime Committee, and planned and organized the Committee's first public hearings, exposing organized criminal operations in Miami as the basis for hearings in other large cities. The Commission also contributed extensive information to the McClellan Senate Labor Management Sub-Committee, serving as the Florida headquarters of the Sub-Committee and subsequently providing information and evidence to other Congressional investigating committees.

The Commission provided a federal grand jury with information on known racketeers, resulting in a nationwide immigration investigation and the ultimate deportation of nationally known gangsters.

Other related activities of the Commission include:

- Using intelligence files containing almost 100,000 index cards on criminal activities and criminals as a clearinghouse for legitimate businesses, credit agencies, banks and government or law enforcement agencies.
- Exposing racketeer infiltration of businesses, including the coin machine and building maintenance industries.
- Exposing attempts of racketeers to organize and control labor unions, and exposing undesirables and racketeers in the International Brotherhood of Teamsters.
- Opposing attempts to extend legalized gambling through legalizing gambling casinos.

Through "Organized Crime Alert" the Commission provides an open line for receiving tips on organized crime from persons wishing to give information on an anonymous basis

#### DRUG ABUSE CONTROL

The Commission took the lead in exposing through public hearings the upsurge of drug abuse in Dade County in 1966 and involved police, educators and the medical profession in a coordinated community effort against drug abuse. The program included establishment of a coordinating committee and drug information center.

Drug abuse information pamphlets were distributed to the parents of 155,000 children attending public, private and parochial schools in

1969 as part of the campaign. The Commission proposed and brought about School Board action for a \$250,000 drug abuse prevention program in Dade County schools.

Efforts of the Commission led to the authorizing of 54 additional policemen to work in narcotics investigation and organized crime investigation.

#### COURT OBSERVERS

An effective Court Observers Program has been organized by the Commission, relying upon a large force of women volunteers who observe and report on all Criminal and Juvenile Court proceedings. Observations, comments and criticisms are given in monthly reports which go to judges, prosecutors and public defenders.

As a result of these findings, a substantial decrease in the number of trial continuances resulted. The Commission's work has exposed large backlogs of cases in criminal court, shortages of judges, prosecution staff and other court personnel, leading to speed-up in trials through additional judges and transfer of minor cases to other courts, reducing continuances and dismissals.

The Commission was a principal in obtaining criminal court initiation of its release-on-recognizance program.

A successful court aide program for high school students, working under supervision of Court Observers, has been developed by the Commission. A limited number of seniors are given the opportunity to participate in the program and receive academic credit, observing and studying the procedures and activities in the various courts.

In other activities, the Commission has brought to public view conditions of overcrowding, violence and sexual assaults in the County Jail, with recommendations for coping with the problems.

Commission representatives regularly appear before various official bodies in support of the needs of police, prosecutors, courts, corrections and probation agencies. During a four-year period, the Commission was instrumental in city and county actions upgrading police salaries, in some instances as much as 100 per cent, and increasing funds for needed police equipment.

The Commission supports and elevates the status of the police through various ways, including a "Police Appreciation and Recruitment Week," and with billboards, posters, bumper stickers, and television and radio announcements. Staff members also appear before and express community support to each new police training class, and the Commission presents awards to each police graduation class.

In summary, the Crime Commission involves citizens in law enforcement and in fighting crime. It functions as a means of focusing organized public resistance to crime and to corruption in public office.

## *Profiles in Crime-Fighting*

### **Metropolitan Crime Commission of New Orleans, Inc. New Orleans, Louisiana**

#### **ORGANIZATION**

Chartered on February 19, 1952, the Metropolitan Crime Commission was organized by directors of the New Orleans Chamber of Commerce and other civic leaders concerned about the extent of crime and corruption, and the need for reforming and improving law enforcement and the criminal justice system. Blatant criminal activities and police corruption were major reasons for the crime commission's formation. Public hearings by the United States Senate Committee investigating organized crime had spotlighted racketeering operations in the city and nation.

The purpose of the commission is to promote and engage in scientific research within the fields of criminology, penology and related sociology and to make the results public; to function as a nonpartisan agency for promoting efficient performance of duties by individuals and agencies in the criminal justice system.

Commission by-laws restrict membership to responsible persons residing or doing business in the metropolitan area of New Orleans, "outstanding citizens interested in the prevention and suppression of crime, and concerned with progress in the administration of criminal justice." Membership applications must be approved unanimously by the Board of Directors subject to confirmation by the full membership.

Policies and priorities are established by the Board of Directors, elected by the membership. The Board consists of the seven officers of the commission and 18 members elected by the active membership at the annual business meeting. Additionally, the president is empowered to appoint up to 10 past presidents to the board, which has a limit of 35 members. The membership of the board represents a cross section of the community; members include a woman civic leader, two ministers and executives or owners of banks, accounting firms, law firms, securities brokerage, shoe store, air conditioning contractor, apartment houses, insurance agency, motor distributor, chemical processor, poultry processor, waterfront services, and others. Directors also include physicians, a retired State Supreme Court Chief Justice and two former FBI agents.

Elected officials or individuals in policy-making political office are not permitted to hold membership in the commission. Members are individually encouraged to be involved actively in the political process, however.

The Board of Directors meets semi-monthly. In the interim any necessary business may be conducted by the Executive Committee consisting of the President, the four vice presidents, secretary and treasurer.

Membership dues are \$100 per year. In addition, the directors are assessed \$100 each annually for luncheon meetings twice a month and libel insurance. Maximum contribution accepted is \$2,500. The commission now has a budget in excess of \$100,000 a year.

The executive staff is headed by a full-time managing director, a former FBI Agent. In addition to secretarial and clerical employees, other staff positions were authorized in 1974, including those of assistant director and chief investigator. Undercover agents and investigators are employed on a part-time or temporary basis as needed.

#### ACTIVITIES AND ACCOMPLISHMENTS

The Commission gathers information through research and investigation, evaluates the facts and then when warranted seeks corrective action by the appropriate officials in law enforcement, the criminal justice system or governmental agency. If the agency responsible is indifferent, incompetent or dishonest, the commission goes to another agency or turns to public disclosure.

#### POLICE REFORM

The Commission's managing director conducted a major investigation of the New Orleans Police Department during 1953 and 1954, resulting in a 1,845-page report that documented widespread mismanagement, abuses of authority and corruption in the department. Despite unfavorable reaction by city officials, the Commission in 1954 began pushing for administrative and grand jury action. Appearing before a number of grand juries, the Commission's managing director was twice convicted of contempt and jailed for 10 days for refusing to identify a confidential police informant involved in the investigation.

As a result of the persistent efforts of the Commission and its staff, public bribery indictments were returned against some 25 New Orleans police officers and a like number of key gambling rackets figures. Numerous police were fired or resigned. Some racketeers went to prison for the first time. U. S. Internal Revenue Service investigations led to the conviction of some of the same defendants for tax fraud and perjury.

The report contained 39 recommendations for reform of the police department. Most of these subsequently were adopted and became part

of police operations; others were adopted in part or resulted in changes similar to those recommended. The most significant development, however, was the cleanup of corruption and the improved professionalism and standards of conduct within the police department.

#### ORGANIZED CRIME

One emphasis of the Crime Commission has been the exposure and suppression of organized crime. The staff gathers information on major criminals, gangsters and racketeers in the area and those with whom they deal elsewhere, their associates and affiliations with law enforcement or other public officials. Constant attention is directed toward exposing any criminal-political alliances of the organized underworld.

The Commission has identified crime Syndicate organizations and members, publicly exposing underworld connections with various public officials and extensive racket activities. Such disclosures have gradually resulted in suppression of rackets, improvement of law enforcement machinery, and election of better officials.

Action by the Commission prevented the organization and operation of financial institutions by persons connected with a gambling syndicate and corrupt public official.

The Commission's managing director provided recurring assistance to federal and state legislative committees investigating organized crime by giving extensive testimony concerning the history, activities and participants in criminal syndicates. This testimony together with other related evidence led to new federal and state laws to more effectively control conspiratorial crimes of the organized underworld.

Continuous spotlighting of the \$15 million-a-year lottery gambling racket in the New Orleans area resulted in law enforcement action which virtually eliminated this century-old problem.

The Commission was instrumental in preventing organized crime figures from establishing national control of championship boxing in New Orleans, and halted an organized racket in which professional bookies and others were profiting from dishonest use of youth tickets to professional football games.

The Commission prepares and constantly revises charts showing the organization of crime Syndicate operations in the New Orleans area, identifying key members and their known activities at both the criminal and legitimate levels, and listing many of their businesses, associates, and "front men," advisors and others who profit by and contribute to the success and immunity of the criminal syndicates.

Briefings about current organized crime activity and the operations of organized crime are provided by the Commission for business, professional and civic leaders.



**RESEARCH, INVESTIGATION AND FILES**

The staff carries on research and investigation into criminal activities and performance of police and criminal justice agencies. Undercover agents are used for some of the investigative work.

Extensive files are maintained by the Commission, detailing operations, associations and locations of various criminal elements.

The files include a major section on locations of nightclubs, bars and similar operations, on the proven premise that these kinds of businesses are the traditional sources of income for organized crime and, in substantial degree, have historically been used for corruption of law enforcement, governmental or criminal justice officials or employees. These types of businesses also are principal outlets for reaching the general public with such retail points of contact as gambling, prostitution or stolen goods.

In addition to files on various categories of crime, criminals, and criminal justice agencies, the Commission also maintains files on individual officials. The Commission receives a monthly report on real estate conveyances and mortgages, formations of new corporations and related information as a means of keeping track of infiltration by crime Syndicate elements.

Information from the files may be provided to law enforcement agencies, official fact-finding and investigatory bodies, crime commissions in other cities, businessmen and news media within the limits of confidentiality and discretion. The files are utilized for responses to numerous inquiries by businessmen in their efforts to avoid involvement with underworld figures in business transactions. Criminal intelligence is exchanged with law enforcement officials as appropriate.

Commission data are frequently used by authors and student researchers.

**CRIMINAL JUSTICE**

Improvement and proper functioning of the criminal justice system are major objectives of the Commission, and activities have included:

- Recommendations for the Bill of Rights and Judiciary Article of a proposed new State Constitution.
- Developing information leading to the prosecution and resignation of a State Supreme Court Justice for misconduct.
- Action resulting in the resignation of a Chief Justice of the State Supreme Court from the board of directors of a commercial bank and an oil company.
- Private action leading to the retirement of a Criminal District Court judge with a long history of impropriety, including special privilege for

defendants in vice and gambling cases.

- Initiation of proceedings leading to the State Supreme Court's reprimand of a criminal court judge for misconduct involving use of influence in favor of a notorious labor racketeer.
- Providing information that contributed to indictment of an assistant district attorney for malfeasance, and forcing the resignation of another assistant district attorney.
- Contributing information and evidence leading to the indictment of a district attorney in connection with pinball gambling, and the mobilizing of public demands for his removal from office.
- Support for creation of the Louisiana Judicial Commission to investigate and recommend discipline of judges, and creation of the Governor's Commission on Law Enforcement and Criminal Justice.

**LAW ENFORCEMENT**

To improve law enforcement, the Commission has supported tax revisions to increase the budget of the New Orleans Police Department and to improve services and raise minimum salaries for policemen.

The Commission has been responsible for expansion of police training from two weeks to 14 weeks schooling; the establishing of intelligence units in police departments; creation of a Community Relations Division; the establishment of a K-9 Corps.

Rewards totaling \$10,350 were offered by the Commission for information leading to the arrest and conviction of the guilty person or persons in the murder of a police cadet and the wounding of two other police officers.

Through a series of annual awards luncheons, the Commission publicly encourages and recognizes officials and private citizens for "extraordinary service to law enforcement and administration of criminal justice."

**PENAL PROGRAMS**

To improve correctional processes, the Commission has initiated or participated in efforts to implement modern, professional approaches to penal programs, including the creation of the Louisiana Department of Corrections in 1968, a professionalized State Parole Board, reforms in municipal parole practices, approval of the first Youth Rehabilitation Center, reforms at Angola Penitentiary, the Orleans Parish Prison rehabilitation program, a narcotics addict program, and plans for a new Metropolitan Area Prison.

The Commission has been vigorous in exposing and opposing unjustified paroles, probation or pardons for organized crime figures in the State of Louisiana.

## LEGISLATIVE, EDUCATIONAL EFFORTS

On the State level, legislative activities of the Commission include: Opposing legalized gambling; advocating the abolition of state boards linked to criminally tainted operations, such as racing; the drafting and supporting of a bill to prohibit pinball and other gambling devices; the drafting and support of a comprehensive model anti-gambling bill and anti-loan shark bill; support of a package of anti-organized crime legislation, and a constitutional Code of Ethics for state officials and employees.

Major achievements in this area were the 1972 enactment of the State Anti-Pinball Law, leading to the end of a \$20-million-a-year racket in the New Orleans area; and major contributions to enactment of the Federal Organized Crime Control Act of 1970 and subsequent prosecutions resulting therefrom, and the federal "Operation Bilge Pump," in which 250 federal agents participated in enforcement of alcohol tax laws.

The Commission staff also publishes "THE WATCHDOG," a news bulletin describing Commission activities and crime developments and trends. Special reports and reprints of important reports or articles are published as part of the Commission's information and education program.

As a part of the goal to improve professional competence in the criminal justice system, and to increase responsible involvement in the private sector, the Commission's managing director is frequently a guest speaker at national conferences of law enforcement officials and of business and professional associations. He also is a guest lecturer at colleges and high schools, seminar participant at training schools for criminal justice personnel, and a consultant to planning agencies in the development of new goals and programs for crime control.

*Profiles in Crime-Fighting*

**Crime Commission of Philadelphia  
Philadelphia, Pennsylvania**

## ORGANIZATION

The Crime Commission of Philadelphia is a voluntary, citizen-controlled, independently financed organization interested in, concerned with and actively involved in improving the effectiveness of the criminal justice system. It functions with an active board of directors of 46, and with operating committees reflecting most of the 500 elected members of the corporation. The Commission traces its origins to 1929. Its membership includes top management of business and industry, and prestigious members of the sciences, education and the professions.

The performances of all criminal justice agencies and services are studied and evaluated by the Commission. Where weaknesses exist, because of either poor performance or inadequate funding, the Commission calls the attention of agencies involved to the need for improvement. Where improvement does not result, the Commission carries its case to the responsible officials of government. If this is unsuccessful, the Commission undertakes an intensive effort to stimulate broad public understanding of and concern for changes that are required.

## ACCOMPLISHMENTS

Significant accomplishments include the Commission's role as a citizen "watchdog," acting and speaking in behalf of the public in demanding and obtaining improved law enforcement and crime control. Some of the major programs:

1. Generating public support for the enactment of Philadelphia's firearms control ordinance, the first of its kind in the United States.
2. Over-all upgrading of police including development of better reporting and recording systems, improved police communications, effective recruit training, greater use of civilians, more efficient deployment of forces, and creation of a K-9 Corps for both the Fairmount Park and City Police Departments.
3. Designing and conducting a series of training institutes for judges of the Commonwealth of Pennsylvania. In addition, the Commission

conducted institutes for psychiatrists, psychologists, social workers and nurses. These institutes have been concerned with improving the sentencing of criminals, the public image of the judiciary, and diagnosing and handling the dangerous offender.

4. Designing, editing and producing the *Deskbook For Sentencing* which is utilized widely by the Pennsylvania judiciary.

5. Focusing public attention on gaps in the delivery of criminal justice services by producing for the National Broadcasting Company a series of eleven half-hour programs for television under the title, "The Price We Pay."

6. Sponsorship of several statewide billboard campaigns warning parents of child molesters, urging citizen cooperation with law enforcement and calling for public support of the judiciary.

7. Producing a *Handbook for Pennsylvania Grand Jurors*, a 16-page set of guidelines to assist grand jurors throughout the State in fulfilling their responsibilities.

8. Conducting an on-going educational campaign for the Philadelphia business community for combatting organized crime, including closed-door sessions for specific industrial groups, a one-day institute for top executives and in-house seminars for middle management personnel.

9. Producing *Attack On Crime*, a comprehensive design for a regional approach to law enforcement in the Delaware Valley, with copies distributed nationwide.

10. Sponsoring and directing a successful anti-auto theft "Lock It and Pocket the Key" campaign for the Delaware Valley.

11. Initiation of a project to design a comprehensive plan to improve criminal justice in Philadelphia under the Federal Omnibus Crime Control Act.

12. Design and implementation of the Neighborhood Anti-Burglary Project (NAB), in cooperation with the Philadelphia Police Department, first of its kind in the nation, a community self-help program for controlling and preventing burglary.

13. Analysis of the policies, guidelines, directives and procedures of major police departments in the four counties of the Southeast Pennsylvania suburban area.

14. Initiating support for the first revision of the Pennsylvania criminal code in more than 110 years.

## Profiles in Crime-Fighting

### Phoenix Citizens Crime Commission Phoenix, Arizona

#### ORGANIZATION

The Phoenix Citizens Crime Commission is an incorporated, nonprofit, nonpartisan, all volunteer organization whose purpose is to reduce the incidence of local crime and its concomitant ills. Its Articles of Incorporation of February, 1968 set forth the goals:

"To operate in such a manner as the Board deems best for the purpose of preparing and presenting legislation to combat crime; cultivating a public awareness of and involvement with the problem of crime; developing programs to revitalize respect for authority; encouraging the development of private and public institutions for the correction and rehabilitation of criminals; observing the courts and making suggestions which will aid the cause of justice; and assisting law enforcement agencies in their effort to control crime."

Under the by-laws, the membership of the board of directors is limited to twenty-five, and the president, vice president, and secretary and treasurer are elected by the board each year. Standing committee chairmen are appointed by the president.

#### ACTIVITIES

The Commission has assembled a library on the subject of crime and law enforcement, but since its inception its board has preferred that the organization be known as an active group in contrast to research-oriented. Current standing committees are concerned with legislation, prison reform, police, sheriff's office, court watchers, decency, and education.

Some of the Commission's activities have included:

Increased manpower for the police narcotics division.

Improved compensation for the county attorney's office.

Increased manpower for the city police force.

Approval of a Statewide constitutional amendment revising and improving bail laws.

Appointment of a second juvenile court judge.

Establishment of a criminal division in Superior Court.

Creation of a continuing grand jury system.

Applying public pressure against theaters, bookstores, supermarkets and newspapers to combat advertising and marketing of pornography.

## *Profiles in Crime-Fighting*

### Tucson Urban Area Crime Commission Tucson, Arizona

#### ORGANIZATION

The Tucson Urban Area Crime Commission was established on February 18, 1969 by five community leaders concerned about the rising crime rate, evidence of potential rioting and disorder, and an increasing number of narcotics law violations. Initially the Commission made recommendations for improved crime control efforts within the metropolitan area. As the Commission gained experience, objectives were broadened, the board of commissioners enlarged, and a fully equipped office was opened and an operating staff employed.

First-year funding for the operating staff, administration and projected action programs was provided from contributions of citizens and businesses and a one-time Law Enforcement Assistance Administration grant on a 40-60 per cent basis. Since the grant period ended in March, 1972, the Commission has been funded entirely from citizen and business subscribers; its 1973 budget was \$26,000.

The general goals of the Commission are to improve the effectiveness of law enforcement agencies, the administration of justice and the activities of the community in crime prevention. Specifically, the nature and extent of crime in general and organized crime in particular are determined and reported; the county and superior courts are observed and recommendations made; the community is educated on crime prevention, and specific projects are developed; crime legislation is reviewed or proposed to local and state governments.

The organization of the Commission is structured in this way: The Board of Commissioners, composed of fifteen members representing various business occupations, geographical areas and ethnic groups, provides the policy and general management direction. The operating staff, composed of the executive director, secretary and part-time workers as required, run the office, collect information, prepare reports, supervise projects and programs. Citizen committees are organized to plan, initiate and monitor specific projects in the community.

In its undertakings, the Commission has sought to be known as a viable, nonpolitical, nonprofit organization. Information from community

sources indicates the very presence of the Commission acts as a deterrent to organized crime in the local area. Commission operations have been well received by the community and endorsed by law enforcement and criminal justice agencies.

#### ACTIVITIES

Some of the achievements of the Tucson Commission include these activities and programs:

Providing the only available data on major criminal offenses in Metropolitan Tucson for citizens information. Reports were prepared annually and included the nature of offenses, percentage cleared by arrest, and number of adults and juveniles charged. Charts showed monthly trends, and annual totals were compared with those of previous years. Reports were published in local newspapers.

Development and coordination of a bicycle anti-theft program with local government agencies, urging citizens to register and license bicycles. The Fire Department provided licensing service at all public schools and the Police Department issued warning tickets to those who had not licensed bicycles. A theft rate which was rising 38 per cent annually decreased to 20 per cent less than previous years.

Initiation of Operation Identification, a burglary prevention program, with support from the Independent Insurance Agents Association. Objectives were to deter burglary and theft of valued items from homes and businesses, and to recover stolen items for return to their owners. Citizens were encouraged to borrow without charge an electric etching tool for engraving personal property with their drivers license numbers. Decals were placed on windows and doors to warn intruders that valuables were marked. Law enforcement agencies endorsed the program, and wide publicity was generated by the Commission. As a result, in neighborhoods where participation in the program was good, the burglary rate dropped.

Publication of a monthly newsletter to educate businessmen in regard to the threat and symptoms of organized crime, and actions to be taken for preventing infiltration of businesses. Information is also provided about shoplifting, employee theft, crimes against businesses, and suggestions for preventing these crimes.

Distribution of Narcotics Identification Guides to the public, providing information on kinds of drugs in use, physical symptoms and dangers of drug abuse.

Preparation and dissemination of brochures entitled, "Tucson Needs You to Help Fight Crime," giving advice on how citizens can better protect themselves and their property, and encouraging citizens to

become involved in crime prevention by reporting all suspected criminal activity in their neighborhoods.

Development of a successful Corrections Volunteer Center which, under professional guidance, recruited, trained and assigned citizen volunteers to assist corrections agencies in treating, supervising and aiding offenders, former offenders, probationers, parolees and drug abusers. More than 200 volunteers have been assigned to this work.

Support for increased budgets for law enforcement and criminal justice agencies, with resulting approval by governmental leaders.

Sponsorship of an organized crime seminar for local businessmen with a group of nationally known experts from the Department of Justice.

Providing a confidential reporting system for citizens wishing to report information about crime to an agency other than the police. From these reports, information was received about gambling, drug abuse, threatened murder, business frauds, and activities of known or suspected organized crime figures.



## *Profiles in Crime-Fighting*

### Lake County Citizens Crime Commission Waukegan, Illinois

#### ORGANIZATION

The Lake County Crime Commission, as it was named originally, was established in 1959 as the result of a grand jury's recommendation. It was renamed to include "citizens" in the title in 1973 and to emphasize its independent, apolitical nature and philosophy.

Its objectives are to monitor the performance of the courts, the law enforcement system, and elected and appointed officials of the county to ensure that they perform their duties honestly and efficiently and in the public interest; to report the results of the commission's observations and studies, and to take whatever steps are necessary within the law as a result of these findings, and to promote improvements in the entire criminal justice and political system.

#### ACTIVITIES

The Lake County Commission in August, 1973 appointed the first woman operating director of a citizen crime commission in the United States. The Commission's director undertook a study of the drug abuse problem in Lake County and upon its completion made recommendations for dealing with the drug abuse situation. Prior to this effort, no program for dealing with drug abuse had been considered in the county which had a quite large number of drug users in the population of 400,000.

The Crime Commission's work was responsible for initiation of a countywide counseling and education program, the establishment of two counseling centers and plans for others in addition to a program of methadone-substitution, counseling and rehabilitation for heroin addicts and detoxification and rehabilitation for soft-drug and alcohol users. The program involves the county health department and partial funding by the State.

Another program of the commission is the establishment of volunteer court observer system with the cooperation of the Chief Justice of the court district.

## *Profiles in Crime-Fighting*

### **Wichita Crime Commission, Inc. Wichita, Kansas**

#### **ORGANIZATION**

The Wichita Crime Commission was incorporated in November, 1952 by a group of business leaders who decided to take preventive action against the type of organized crime that had gained influence in some major cities. The purposes of the Commission were to encourage greater interest by the public in prevention of crime and enforcement of laws, while aiding and assisting police, courts and other elements of the criminal justice system by all lawful means.

The business of the Commission is under oversight of the Board of Directors, consisting of 15 members. The Executive Committee, consisting of the president, vice presidents, secretary and treasurer, exercises all powers of the Board of Directors between meetings of the board. Membership in the Commission is open to any person interested in the work of the organization upon approval of the board. A basic subscription of \$400 per year is expected of each member. The Commission is funded entirely by private contributions from members.

A professional staff is employed, with a managing director, who is a former FBI agent; investigator and secretarial staff.

#### **ACTIVITIES**

Major efforts of the Commission are directed toward fulfilling the "watch-dog" function of monitoring performance of the criminal justice system. Some of the Commission activities:

Cooperation in ouster and disbarment proceedings against a county court judge after disclosure of his association with a ring of professional burglars. The efforts were successful.

Survey of the court's caseload by the Commission staff, resulting in recommendations for changes in the length of the court term and a significant reduction in the number of pending cases.

A survey of city court appeals to the district court with subsequent analysis and recommendations leading to a substantial reduction in appeals.

Staff participation in a criminal administration study committee appointed by the Mayor, resulting in recommendations which brought about a full-time court, computerized records, expanded prosecutor's staff and other improvements in the court system.

Initiation of State gambling raids and prosecution of violators, leading to conviction of law enforcement agents for malfeasance in office and the election defeat of a county law enforcement official.

Staff investigation of county operations regarding vendor relations, exposing inventory shortages of more than \$500,000 and payoffs and kickbacks. Criminal convictions and prison sentences for some office-holders and vendors resulted, and a new system of checks and balances was instituted for the county.

## *Profiles in Crime-Fighting*

### Delaware Citizens Crime Commission, Inc. Wilmington, Delaware

#### ORGANIZATION

The Delaware Citizens Crime Commission, Inc. was founded in 1958 in response to intolerable conditions of crime and corruption in the city of Wilmington, involving gambling operations and city officials. The Commission employed a retired state police captain as executive director whose efforts were supported by volunteer citizen activities.

The Commission was privately funded and its board of directors consisted of top corporate officials and community leaders. In 1971, with significant success in having reached major objectives, the Commission became the responsibility of the Delaware State Chamber of Commerce.

#### ACTIVITIES

Investigative work by the Commission's executive director and volunteers, including surveillance of gamblers, developed evidence leading to convictions of gamblers and city officials. Lawyer members of the Commission prepared prosecution cases. The Commission also carried on an extensive court observation leading to the establishment of new court procedures, employment of a court administrator and the focusing of attention on lenient practices.

Other, recent programs of the Commission included:

Organizing and conducting a campaign against office thefts.

Establishing a telephone communications system among major buildings for use in the event of civil disorder.

Organizing a Chamber subcommittee to bring together security officers of major corporations and executives of the corporations, with the "Security Committee" conducting programs relating to security and serving as security consultants to businesses requesting these services.

Preparing and distributing a series of leaflets, called "Crime Bulletins," providing information to businesses in regard to security procedures and known criminal activity. A part of this program involved upgrading company attitudes toward security, qualifications of security officers, and procedures to tighten shipping practices to reduce hijackings of trucks.

Conducting a massive anti-shoplifting campaign through retailers, and a public information program to reach citizens with facts about organized crime and home protection.

Producing information on white collar crimes and distributing to major corporation executives.

## *Profiles in Crime-Fighting*

### **Citizens Council Against Crime Seattle, Washington**

#### **ORGANIZATION**

The Citizens Council Against Crime was organized on the recommendation of the Urban Affairs Division of the Seattle Chamber of Commerce in 1971. Formation of the Council followed the actions of federal and county grand juries which had indicted a number of public officials in the area. An underlying concern was organized criminal activity.

An *ad hoc* advisory group was set up by some fifty businesses in the area. This group created a nonprofit corporation and formulated by-laws, then the *ad hoc* committee became the board of directors for the Citizens Council Against Crime. An executive director later was employed and committees were organized with responsibilities in the areas of membership, law enforcement and legislation. Initial emphasis of the council's efforts was the curbing of narcotics trafficking and stolen property distribution.

#### **ACTIVITIES**

Activities of the commission include assisting the State Gambling Commission, involvement in discussions of revising the criminal code, and assistance to local law enforcement agencies in determining the nature and extent of organized crime in the area.

## *Profiles in Crime-Fighting*

### **Long Island Committee for Crime Control Jericho, New York**

#### **ORGANIZATION**

Incorporated in 1970, the Committee was formed by businessmen of Nassau and Suffolk counties as a protective and defensive measure to combat the infiltration of legitimate business and related labor unions by members of organized crime syndicates. The Committee operates with a Board of Directors with 18 members, and an executive director. Membership in the Committee is largely corporate membership. Each one of the Board members serves as chairman of a special committee on an industry, such as construction, banking and finance, retail trades, restaurants. It is a volunteer staff operation and the Committee itself carries out activities. A full-time executive director is employed.

Among major objectives of the Committee are these:

Identifying and documenting all racketeer connections, associations and nominee fronts used by hoodlums in the management, control, take-over and/or infiltration of any given business, industry or labor union.

Determining and documenting all racketeer connections with, or within, any financial institution (bank, brokerage house, mortgage or finance company) through which underworld funds may be channeled or washed.

#### **ACTIVITIES**

The Committee's efforts have concentrated on battling organized crime. The Committee has set up information files for businesses needing assistance or wishing to provide information about racketeer operations but on an anonymous basis.

Efforts of the Committee played a key role in breaking up loan-shark operations in which more than one million dollars in illegal interest was collected annually. The Committee also was instrumental in thwarting a racketeer attempt to borrow thousands of dollars from two banks as a means of financing loan-shark operations. Information received by the Committee prevented a New York bank from becoming the victim in a \$650,000 check-kiting scheme.



The Committee has helped expose organized crime infiltration of labor unions and the attempts of racketeer elements to set up fictitious unions.

In other activities:

The president of the Committee lectures in criminal justice programs in colleges, and addresses civic clubs and other service organizations with respect to infiltration of organized crime into business.

Members of the Committee and staff work with law enforcement agencies to improve respect for police competence and integrity.

The Committee works with the National Alliance of Businessmen in a program for obtaining meaningful jobs for parolees, probationers and work-release prisoners.

An *ad hoc* committee has been formed by the Committee to survey problems of the courts and to recommend necessary legislation.

Other activities of the Committee are directed toward:

Educating citizens generally about the nature of organized crime and its threat to the community and the nation, through news releases, bulletins, pamphlets and speeches.

Developing grassroots support for law enforcement agencies by involving more citizens through various service organizations.

Exchanging information with other crime commissions in the effort to control crime and aid law enforcement.

## Part 4

## Charters

# Model Charters And By-Laws

The Charters and by-laws of some established citizen crime commissions are included here as a pattern to assist new commissions in their organization and operation.

# Chicago Crime Commission By-Laws

## *PREAMBLE*

The objectives and functions of the Chicago Crime Commission are as follows:

1. To act as a non-political, non-partisan, scientific agency of the people of Chicago and Cook County, Illinois, in determining whether public officials and others who are charged with the duties of suppressing, preventing and punishing crime, and the general administration of justice are performing their duties honestly and efficiently;
2. To report to the public the results of such determinations and to take whatever action the Commission considers appropriate under the circumstances; and
3. To promote and engage in scientific research within the fields of criminology, law enforcement, and the administration of justice generally, and to publish the results of such research so that they may be put to practical use.

## *ARTICLE I.*

### **MEMBERSHIP**

#### Section 1.

Any person not a holder of or candidate for public office having a direct relationship to law enforcement or the administration of justice, who is known to be a person of integrity and good reputation, who is interested in the objectives and functions of the Commission and who can contribute to these objectives and functions, may become a member upon his sponsorship by a member of the Commission, the recommendation of the Membership Committee, and election at any meeting of the Board of Directors of the Commission by a majority of those present, constituting a quorum.

Prior to a nominee's acceptance of membership, his sponsor shall present him with a copy of the Constitution and shall specifically direct his attention to Article VII regarding restrictions on political activity.

## Section 2.

Membership shall be only for the period of time between a member's election and the next December meeting of the Commission, except that:

- (a) for failure to participate in the activities of the Commission or for conduct which may cause embarrassment to the Commission, membership may be terminated at any meeting of the Board of Directors of the Commission by a majority of those present, constituting a quorum;
- (b) it may be extended from year to year, as provided in Section 3 of this article;
- (c) the membership of the Board of Directors shall extend to the full period of their office as directors; and
- (d) the membership of 'Life Members' shall be for life, provided, however, that any officer, director or life member who loses his membership by reason of Article VII, shall thereby relinquish his position as officer, director or life member.

## Section 3.

Not later than October 1st of each year, the Membership Committee shall review the membership list of the Commission and recommend to the Board of Directors the names of members whose membership should be extended or discontinued. The Board of Directors shall at the October meeting, by three-fourths vote of those present, elect those members whose membership the Board decides to extend for the following one-year period beginning with the membership meeting in December. The list shall be transmitted to the Secretary not later than November 5th. The Secretary shall prepare and mail copies of the list, by November 10th, to all members of the current year. Anyone whose name does not appear on the Board of Directors' list shall no longer be considered a member of the Commission after the following December meeting.

The decision of the Board of Directors regarding membership matters is final and not appealable to the full Commission.

**ARTICLE II****OFFICERS AND DIRECTORS**

## Section 1. Officers

The officers of the Commission shall be a President, one or more but not more than five Vice Presidents, a Secretary, an Assistant Secretary, a Treasurer and an Assistant Treasurer.

## Section 2. Executive Committee

The Executive Committee shall consist of the President, Vice Presidents, Treasurer, immediate past president and two members of the Board of

Directors as may be designated by the President. Except for the power of the Board of Directors respecting election of members, appointment of the operating director of the Commission, the amending of the By-Laws and endorsement of candidates for public office, the Executive Committee shall have the same powers and duties as the Board of Directors, between meetings of the Board. Where reasonably possible, matters of general policy shall be determined by the Board of Directors.

## Section 3. Board of Directors

The Board of Directors shall consist of:

- (a) not to exceed thirty members, elected as prescribed in Article III;
- (b) the officers of the Commission; and
- (c) all past Presidents who are members.

## Section 4. Tenure and Succession of Office.

All officers shall hold office until the next December meeting, or until the election of their successors. In the event of an officer or director's inability to complete his term of office, the Board of Directors shall select a successor to serve until the next December meeting of the Commission.

No President shall serve more than three (3) consecutive terms.

Upon the adoption of these by-laws the members of the Commission shall elect twenty-one (21) of their number to the Board of Directors at a meeting to be held in February, 1954, and for that purpose the President shall designate a Nominating Committee composed of five (5) members of the Commission who shall present nominees to said office. Seven (7) of the twenty-one (21) directors shall be elected for a one-year term, seven (7) for a two-year term, and seven (7) for a three-year term, each such term to expire on the first, second and third annual December meeting, respectively, following the date of their election. At all subsequent elections the term of office of each Director shall be three (3) years.

All officers and members of the Board of Directors, and of all committees, in office at the time these by-laws are adopted shall continue in office until the February, 1954, annual meeting of the Commission now provided by existing by-laws, or until their successors are elected or appointed hereunder.

**ARTICLE III.****NOMINATIONS AND ELECTIONS**

## Section 1.

On or before the first day of October of each year the President shall appoint, with approval of the Executive Committee, a Nominating Committee consisting of five members. It shall be the duty of the commit-

tee to consider and submit in writing to the President on or before November 1st, the committee's nominations for the various offices, including members of the Board of Directors.

Any ten members may also submit nominations for any elective office, provided such nominations are submitted in writing to the President before November 1st.

No person shall be eligible for election unless he shall have been nominated as above prescribed.

#### Section 2.

Elections shall be held at the December meeting of each year. The elected officers and directors shall take office at the conclusion of the December meeting.

### ARTICLE IV.

#### MANAGEMENT AND OPERATION

##### Section 1. Board of Directors

In addition to the powers of the Board of Directors which are herein specifically prescribed, the Board shall be vested with the general management and operation of the Commission. The Board shall appoint the Operating Director and the Executive Director, and shall prescribe their terms of office, respectively, and shall formulate the general policies, program, and procedures of the Commission.

##### Section 2. Operating Director.

The Operating Director shall supervise all operations and functions of the Staff, under the general supervision of the Executive Director, and shall perform such other duties as may be prescribed by the Board, the Executive Committee, and the President.

##### Section 2.1. Executive Director.

The Executive Director shall act under the direct supervision of the President and shall be responsible for carrying out the policies, program and procedures prescribed by the Board, and shall perform such duties as may be prescribed by the Board, the Executive Committee, and the President.

##### Section 3. Executive Committee.

In the intervals between meetings of the Board of Directors, the Executive Committee shall have the same power and perform the duties of the Board, subject, however, to the limitations specified in Article II.

#### Section 4. President.

The President shall be the chief executive officer of the Commission. He shall preside at all meetings of the Executive Committee, of the Board of Directors, and of the full Commission. He shall also execute all contracts and agreements authorized by the Board of Directors or the Executive Committee.

#### Section 5. Vice Presidents.

Any Vice President may be selected by the President to act in his absence. If no such selection has been made the duties and functions of his office shall be performed by the Vice President in attendance who is senior in term of continuous service in such office, or in the event no such seniority exists, the responsibility shall be that of the Vice President with continuous seniority as a Commission member.

#### Section 6. Treasurer.

The Treasurer shall have charge of the funds of the Commission and shall keep all moneys in the name and credit of the Commission in such bank or banks as may be designated by the Executive Committee. He shall keep full and accurate books of account, and disburse the funds of the Commission upon vouchers signed by the Executive Director, the Operating Director or such staff member or officer as may be designated by the Executive Committee. Whenever the President or the Executive Committee shall require, the Treasurer shall furnish an account of his transactions as Treasurer and of the financial condition of the Commission. In the name of the Commission he shall endorse for collection or transfer all checks, notes, bills of exchange and other evidence of indebtedness due the Commission or coming into its hands.

#### Section 7. Assistant Treasurer.

In the absence of the Treasurer, certified to by the Operating Director, the Assistant Treasurer shall exercise all powers of the Treasurer.

#### Section 8. Secretary.

The Secretary shall be responsible for keeping minutes of all meetings of the Board of Directors and of the Executive Committee and shall report to the Board of Directors and the Executive Committee as and when required.

#### Section 9. Assistant Secretary.

In the absence of the Secretary, certified to by the Operating Director, the Assistant Secretary shall exercise all the duties of the Secretary.



## Section 10 .Voice of the Commission.

The President, the Operating Director and the Executive Director shall be the authorized spokesmen for the Commission.

**ARTICLE V.  
MEETINGS**

## Section 1. Commission.

There shall be two (2) meetings a year of the members of the Commission, at which the President and the Executive Director or the Operating Director shall report on its affairs and operations. Such meetings are to be held on the first Thursday of April and December at an hour and place to be determined by the Executive Committee.

At the December meeting of the Commission there shall be an election of officers and directors.

Special meetings of the Commission may be called by the Board of Directors, or the Executive Committee, at any time upon such notice and at such place as the Board shall determine. Whenever circumstances permit, there shall be at least one meeting of the Commission each year, to which contributors and friends of the Commission shall be invited. The plans and arrangements shall be the responsibility of the Executive Committee.

## Section 2. Board of Directors.

The Board of Directors shall meet monthly at a time and place to be determined by the Board at its meeting on the first Thursday of January (excluding New Year's Day) in each year. Special meetings may be called upon 3 days written notice by mail, by any five (5) directors, or by the President or the Secretary. At any meeting of the Board eleven (11) members shall constitute a quorum.

## Section 3. Executive Committee.

The Executive Committee shall meet at such time and place as the Committee may determine. At any meeting of the Committee five (5) members shall constitute a quorum.

**ARTICLE VI.  
COMMITTEES**

## Section 1.

There shall be a Finance Committee, a Membership Committee, and a Committee on Legislation. Their duties shall be fixed by the Executive Committee, which may also create such other Committees as may be necessary in its judgment to carry out the functions of the Commission.

## Section 2.

The President shall have the power to name the chairman and members of the Committees, subject to the approval of the Executive Committee.

## Section 3.

The President shall be ex-officio member of all committees.

**ARTICLE VII.  
POLITICAL ACTIVITY RESTRICTION**

## Section 1.

No officer of the Commission, as defined in Section 1, Article II, shall publicly endorse or participate in the election campaign of any candidate for public office having a direct relationship to law enforcement or the administration of justice; nor shall any officer appear on any radio, television, or other public program of any candidate for such office except in instances where the Board of Directors specifically approves such endorsement, participation or other public appearance.

## Section 2.

Non-officer members, or members of the Board of Directors, who wish to publicly endorse a candidate or participate in any such election campaign shall not identify themselves or authorize others to identify them as a Crime Commission member in any such endorsement or political participation.

## Section 3.

Whenever any member of the Commission is elected or appointed to any public office, having a direct relationship to law enforcement or the administration of justice, or becomes a candidate for such office, his membership in the Commission shall terminate.

## Section 4.

No member of the operating staff may hold or be a candidate for a political office, nor shall any member of the staff publicly endorse or participate in the campaign for the election of any candidate for public office having a direct relationship to law enforcement.

**ARTICLE VIII.  
CLASSIFICATION AND SIZE OF MEMBERSHIP**

## Section 1. Life Membership.

Members of the Commission who, in the judgment of the Board of Directors, have rendered meritorious service to the Commission for

a period of ten years, may be classified as Life Members.

#### Section 2.

The membership of the Commission shall not exceed five hundred (500) members, exclusive of life members.

### ARTICLE IX. AMENDMENTS

These by-laws may be amended by a two-thirds vote of the Board of Directors present at any regular or special meeting, provided however, that no amendment shall be made unless a copy of the proposed amendment shall have been mailed to every member of the Board at least thirty (30) days prior to the meeting at which the amendment is to be put to a vote.

Amendments may be proposed and submitted on order of the Executive Committee, or by any 10 members of the Board of Directors.

As adopted the 4th day of February, 1954, with amendments to November 1, 1973.

## Constitution and By-Laws of Wichita Crime Commission, Inc.

### ARTICLE I

#### Name

#### Section 1.

The name of this corporation shall be the Wichita Crime Commission, Inc.

#### Purpose

#### Section 2.

The purpose of this corporation shall be to promote and engage in scientific research within the fields of criminology, penology and related sociology and announce the results of research to the general public for practical use, and act as a non-partisan, scientific agency of citizens' inquiries for the promotion of the efficiency and activity of all officers and departments of the State of Kansas, County of Sedgwick, City of Wichita, charged with the duties of suppressing, preventing and punishing crime.

#### Section 3.

The Wichita Crime Commission, Inc., is not an apprehending, prosecuting, nor judicial body. It does not assume to perform the duties of accredited officials charged with the administration of criminal justice. It does encourage a proper contact and cooperation between citizens and officials performing this function uncompromisingly, courageously, firmly and aggressively. It invites the help of others and is insistent in the performance of this proper act of citizenship.

#### Office

#### Section 4.

The principal office of this corporation shall be in Wichita, Kansas.

## ARTICLE II

## Directors

## Section 1.

The business of this Corporation shall be managed by a Board of fifteen Directors who shall be elected by the membership and shall serve until their successors are elected and qualified. The first Board of Directors shall be elected for the following terms: Five members for a term of one year, five members for a two-year term and five members for a three-year term. Each year thereafter, five new directors shall be elected to serve a term of three years. No member shall be re-elected to the Board of Directors until at least one year shall have elapsed from the date of his last term of office.

## Section 2.

All past presidents of the corporation shall be, ex-officio, members of the Board of Directors in addition to the number of directors provided for in the foregoing section.

## Section 3.

All officers, except assistants, of the corporation and chairmen of its committees shall be members of the Board of Directors.

## Section 4.

On or before the 10th day of January in each year the President of the Corporation shall appoint a committee of five (5) members whose duty it shall be to nominate members for election to the Board of Directors as successors to those Directors whose terms are then expiring and to nominate from the members of the Board of Directors an Executive Committee to consist of the President, Vice Presidents, Secretary and Treasurer. The Nominating Committee shall also nominate members to fill any vacancy in the Board of Directors that may exist at the time.

## Section 5.

The membership shall elect from the current members of the Board of Directors, a President, two Vice Presidents, a Secretary and a Treasurer, who shall hold office until their successors are elected and qualified. The Board of Directors may elect Assistant Secretaries or Assistant Treasurers who shall not be required to be members of the Commission or members of the Board of Directors.

## Section 6.

The Board of Directors shall meet monthly. Special meetings of the Board of Directors may be called upon twenty-four hours written notice

by mail, by any five directors, or by the Executive Committee, or by the President of the corporation.

## Quorum

## Section 7.

Seven directors shall constitute a quorum for the transaction of business, but a lesser number may adjourn any meeting from time to time until a quorum shall be present.

## ARTICLE III

## Executive Committee

## Section 1.

An executive Committee, to consist of the President, Vice Presidents, Secretary, and Treasurer is hereby created and shall have, between meetings of the Board of Directors, all powers of the Board of Directors. Each year the President may appoint to the Executive Committee the retiring president with the title of Chairman of the Board and two members-at-large from the Commission, one to be Chairman of the Admissions Committee, and one to carry the title of Member-at-Large. The Executive Committee shall, with the approval of the Board of Directors, appoint a Managing Director who, under the direction of the President and Executive Committee, shall have charge of the work of the Commission and report to the Executive Committee and Board of Directors as and when required. The President shall preside at meetings of the Board of Directors and of the Executive Committee, and the Secretary of the corporation shall act as Secretary of the Board of Directors and of the Executive Committee.

## Section 2.

The Executive Committee shall report when and as directed to the Board of Directors.

## Section 3.

Three members of the Executive Committee shall constitute a quorum for the transaction of business, but a less number may adjourn any meeting from time to time until a quorum shall be present.

## Section 4.

Such committees as may be necessary to carry out the functions of the Wichita Crime Commission shall be determined by the Executive Committee with the approval of the Board of Directors.

## Section 5.

The President in counsel with the other members of the Executive Committee shall have the power to name the chairmen and members of all committees subject to the approval of the Board of Directors.

## Section 6.

The president and Secretary shall be members (ex officio) of all committees.

## Vacancies

## Section 7.

Vacancies in the Board of Directors may be filled by the Directors at any regular or special meeting. The President is authorized in emergency to fill unexpired terms of officers and members of the committees, to hold office until the next meeting of the Board of Directors.

## ARTICLE IV

## Duties of Officers

## President

## Section 1.

The President shall be the chief executive officer of the corporation. He shall preside at all meetings of the corporation, of the Board of Directors and Executive Committee and shall perform such other duties as may be assigned to him by the Board of Directors. He shall execute all contracts and agreements authorized by the Board of Directors and shall see to it that the proper officers and Managing Director of the Commission make reports at regular and special meetings of the Board of Directors and of the Executive Committee.

## Vice-Presidents

## Section 2.

The Vice-Presidents shall in the absence of the President exercise all of the duties devolving upon the President, the Vice-President to act in each instance, being that one who is not absent, who is the senior in the office as director or the senior in age in case there is more than one of equal length of service as director.

## Treasurer

## Section 3.

The Treasurer shall have charge of the funds of the corporation and shall keep all monies in the name and credit of the corporation in such

bank or banks as may be designated by the Executive Committee, and whenever the President or the Executive Committee shall require he shall furnish an account of his transactions as Treasurer and of the financial condition of the corporation. In the name of the corporation he shall endorse for collection or transfer, all checks, notes, bills of exchange and other evidences of indebtedness due the corporation or coming into its hands.

## Secretary

## Section 4.

The Secretary shall keep accurate minutes of all meetings of the Board of Directors and of the Executive Committee and shall report to the Board of Directors and the Executive Committee as and when required.

## Term of Office

## Section 5.

Each officer shall hold office for one year and until his successor is elected and qualified.

## ARTICLE V

## Membership

## Section 1.

Any person interested in the work of the corporation may become a member thereof upon the approval of the Board of Directors.

Charter members of this corporation or those holding membership for a continuous period of ten years, upon retirement or semiretirement from their regular business affiliation, may apply for a senior status membership. Upon approval of the Board of Directors, these individuals may retain full rights and privileges of membership with reference to voting, holding office in the organization, or otherwise. Minimum subscription fee for senior status membership shall be \$100.00 annually.

When the Chief Executive or other responsible official of a corporation, firm or partnership holds membership in this Crime Commission, application for membership will be considered from additional employees of that corporation, firm or partnership. Upon approval by the Board of Directors and payment by the applicant of an additional subscription fee, this additional individual shall enjoy full membership in this corporation. Membership in the Commission shall be for one year and all members shall be elected at the annual meetings of the corporation, except that any member who shall be elected a director of the corporation shall continue as a member throughout the term for which he is elected.

No person holding an elective or appointive public office, for which

remuneration is received, shall be a member of this corporation during his term of office.

#### ARTICLE VI

##### Annual Meeting

###### Section 1.

The annual meeting of the corporation shall be held on the third Thursday of February of each year at the hour of twelve o'clock noon at the office of the corporation, but such meeting may be adjourned from such office to such place and to such time as shall be announced at the office of the corporation at the hour set for such meeting.

#### ARTICLE VII

##### Income and Property

###### Section 1.

No part of the net earnings, if any, of the corporation shall ever inure to the benefit of any member and upon cessation of operation of this corporation by dissolution, operation of law or otherwise the property and assets, if any, then remaining after payment of any obligations shall be, by the then officers and Directors paid, distributed and delivered over to the United Fund of Wichita and Sedgwick County, Inc., Wichita, Sedgwick County, Kansas.

#### ARTICLE VIII

##### Amendments

###### Section 1.

These By-Laws may be altered or amended by the Board of Directors at any regular meeting, provided that notice in writing be mailed to each member at which such alteration or amendment is offered.

Adopted at Wichita, Kansas on this 17th day of November, 1952.

### CHARTER

## Metropolitan Crime Commission of New Orleans, Inc.

#### ARTICLE I

##### Name

The name of this corporation is declared to be:  
Metropolitan Crime Commission of New Orleans, Inc.

#### ARTICLE II

##### Purpose

*Section 1.* The purpose of this corporation shall be to promote and engage in scientific research within the fields of criminology, penology and related sociology and announce the results of research to the general public for practical use, and act as a non-partisan, scientific agency of citizens' inquiries for the promotion of the efficiency and activity of all officers and departments of the State of Louisiana, and Parishes of Orleans, Jefferson and St. Bernard, charged with the duties of preventing, suppressing and correcting crime.

*Section 2.* The Metropolitan Crime Commission of New Orleans, Inc. is not an apprehending, prosecuting nor judicial body. It does not assume to perform the duties of accredited officials charged with the administration of criminal justice. It does encourage a proper contact and cooperation courteously, firmly and aggressively. It is insistent in the performance of the proper acts of citizenship and invites the help of others in this respect.

*Section 3.* The Metropolitan Crime Commission of New Orleans, Inc. may acquire in any legal manner and hold, sell, dispose of, lease, pledge, mortgage, or otherwise alienate or encumber any property, movable or immovable, corporeal or incorporeal, and do and perform all things necessary and proper to carry out the objects and purposes of this corporation.

#### ARTICLE III

##### Duration

Its duration is ninety-nine (99) years from date hereof.

(Editor's note: Articles IV-VI are omitted as technical items.)



**ARTICLE VII****Directors**

*Section 1.* The business of this Corporation shall be managed by a Board of not more than twenty-five (25) Directors, who shall be elected by the membership and shall serve until their successors are elected and qualified, and the ex-officio members hereinafter provided for.

As conditions of retaining membership on the Board, Directors must (1) attend not less than fifty per cent (50%) of the meetings of the Board unless good cause shown, and (2) participate in the Board's function of raising funds for the support of the Corporation, in such amounts as shall be determined annually.

*Section 2.* In addition to the twenty-five (25) Directors specified in Section 1 above, the President may appoint Past-Presidents of the Corporation, not to exceed ten (10) in number, to serve as members of the Board of Directors, during his tenure in office.

*Section 3.* On or before the first day of December each year, the President of the Corporation shall appoint a committee of not less than three (3) members whose duty shall be to nominate up to twenty-five (25) Directors, including Officers as specified below.

At the Annual Business Meeting of the Corporation, the Corporate members shall elect up to twenty-five (25) Directors, including the Officers, to serve for one (1) year.

Nominations for the Board of Directors may also be made by any five (5) members in good standing in writing. These nominations must be filed with the Secretary not less than seven (7) days prior to the Annual Business Meeting.

*Section 4.* The nominating committee hereinbefore created by Section 3 of this Article shall nominate for election by the Corporate membership at the Annual Business Meeting of the Commission, a President, four (4) Vice-Presidents, a Secretary and a Treasurer.

*Section 5.* The Board of Directors may, between Annual Business Meetings of the Corporation, appoint Officers and Directors to fill vacancies and, if deemed necessary and desirable, appoint additional Officers and determine their duties.

**ARTICLE VIII****Membership**

*Section 1.* Corporate Members: The Corporate membership shall be composed of natural persons residing or doing business in the Parishes of Orleans, Jefferson, St. Bernard and St. Tammany. Natural persons residing or doing business in other Parishes of Louisiana shall be eligible

for membership on approval of the Board of Directors. Corporate members shall continue to serve so long as payments of dues are current, and participation in meetings and other activity is consistent with standards established by the Membership Committee.

*Section 2.* Contributing Members: Contributing Members, who shall not have the voting powers of Corporate members, shall consist of persons, foundations, entities, firms, or corporations domiciled, residing, or doing business in any Parish of the State of Louisiana. Contributing members shall be subject to approval by the Board of Directors, in accordance with the By-Laws.

**ARTICLE IX****Annual Meeting**

The Annual Meeting of the Corporation shall be held during the month of January of each year on a date and at an hour and place selected and designated by the Board of Directors, but such meeting may be adjourned to such time as shall be announced at the office of the Corporation.

**ARTICLE X****Amendments**

The Articles may be altered or amended by a two-thirds (2/3) vote of the Corporate membership in attendance at a regular or special meeting, provided that notice and copy of proposed amendment be mailed to each Officer, Director, and Corporate member of the Commission at his or her last known address at least twenty (20) days before the meeting at which such amendment is offered for vote.

**ARTICLE XI****Special Meetings**

Special meetings of the membership may be called by the President, the Board of Directors, or upon written application of any ten (10) Corporate members addressed to the President with copy thereof filed with the Secretary of this Corporation. In the latter event, it shall be mandatory upon the President to call a special meeting, the date of which to be set thirty (30) days from the filing of such application with the Secretary of the Corporation.

By-Laws  
of  
The Metropolitan Crime Commission  
of New Orleans, Inc.

*ARTICLE I*

Board of Directors

*Section 1.* The Board of Directors shall meet semi-monthly. Special meetings of the Board of Directors may be called upon twenty-four (24) hours notice by mail, telegrams or telephone. Such special meetings may be convened upon request of any three (3) Directors, or by the Executive Committee or by the President of the Corporation.

*Section 2.* The Board of Directors shall appoint a Managing Director who shall manage the affairs of the Corporation under the direction of the President, Executive Committee and Board of Directors.

*Section 3.* The President shall serve as Chairman of the Board of Directors and of the Executive Committee, and the Secretary of the Corporation shall act as Secretary of the Board of Directors and of the Executive Committee.

*Section 4.* Seven (7) members of the Board of Directors shall constitute a quorum for the transaction of business but a lesser number may adjourn any meeting from time to time until a quorum shall be present. Absent Directors may not be represented through proxies.

*ARTICLE II*

Executive Committee

*Section 1.* The Executive Committee shall consist of the President, four (4) Vice Presidents, Secretary and Treasurer. The Executive Committee shall function with all powers of the Board of Directors, but only to deliberate, decide and act on behalf of the Board when emergency matters arise which cannot await a meeting of the Board of Directors.

*Section 2.* Four (4) members of the Executive Committee shall constitute a quorum for the transaction of business. Absent members may not be represented through proxies.

**ARTICLE III**

## Committees

*Section 1.* Such committees as may be necessary to carry out the function of the Metropolitan Crime Commission of New Orleans, Inc. shall be determined by the President with the advice and approval of the Board of Directors.

*Section 2.* The President, in counsel with the other Directors, shall have the power to name the chairman and members of each committee, subject to approval by the Board of Directors.

**ARTICLE IV**

## Duties of Officers

## President

*Section 1.* The President shall be the chief executive officer of the Corporation. He shall preside at all meetings of the Corporation, of the Board of Directors and Executive Committee and shall perform such other duties as may be assigned to him by the Board of Directors. He shall execute all contracts and agreements authorized by the Board of Directors and shall see to it that the proper officers and Managing Director of the Commission make reports at regular and special meetings of the Board of Directors and of the Executive Committee.

## Vice Presidents

The Vice President shall perform such duties as are assigned to him by the President and, in the absence of the President a Vice President so designated by the President or Managing Director shall exercise all the duties of the President.

## Treasurer

The Treasurer shall have charge of the funds of the corporation and shall keep all monies in the name and credit of the corporation in such bank or banks as may be designated by the Board of Directors. He shall keep full and accurate books of account, and disburse the funds of the corporation upon vouchers signed by the Managing Director or such officer as may be designated by the Board of Directors, and whenever the President or the Board of Directors shall require he shall furnish an account of his transactions as Treasurer and of the financial condition of the corporation. In the name of the corporation he shall endorse for collection or transfer, all checks, notes, bills of exchange and other evidence of indebtedness due the corporation or coming into its hands.

## Secretary

The Secretary shall keep accurate minutes of all meetings of the Board of Directors and of the Executive Committee and shall report to the Board of Directors and the Executive Committee as and when required.

## Term of Office

Each officer shall hold office for one year and until his successor is elected and qualified.

**ARTICLE V**

## Corporate Membership

*Section 1.* Corporate membership shall be composed of responsible persons who reside or do business in the Parishes constituting the metropolitan area of New Orleans.

*Section 2.* Corporate members shall be outstanding citizens interested in the prevention and suppression of crime, and concerned with progress in the administration of criminal justice.

*Section 3.* Other requirements for membership may be established by the Board of Directors and Membership Committee.

*Section 4.* Applications for Corporate membership shall be approved by unanimous vote of the Board of Directors, subject to confirmation at the next regular meeting of the Corporate Membership.

**ARTICLE VI**

## Meetings

*Section 1.* In addition to the annual and special meetings provided for in Article IX and X of the Charter, the President shall convene bi-monthly meetings of the Corporate Membership.

*Section 2.* Ten (10) Corporate members shall constitute a quorum for the transaction of business at any regular or special meeting of the Corporation, but a lesser number may adjourn any meeting, from time to time, until a quorum shall be present.

*Section 3.* Special meetings of the Corporate membership may be called by the President, the Board of Directors, or upon the written application of any ten (10) Corporate members addressed to the President with copy thereof filed with the Secretary of this Corporation; in the latter event, it shall be mandatory upon the President to call a special meeting, the date of which shall be set within thirty (30) days from the filing of said application with the Secretary of this Commission.

**ARTICLE VII****Amendments**

These by-laws may be altered or amended at any regular or special meeting of the Members of the Corporation by a two-thirds (2/3) vote of those in attendance provided that notice in writing and copy of the proposed amendment be mailed to each Corporate member at his or her last known address at least twenty (20) days before the meeting at which such alteration or amendment is to be offered for vote.

**By-Laws**

of

**Mississippi Coast Crime Commission,  
A Corporation**
**Preamble**

Incorporated as a non-profit corporation to act as a Civic Improvement organization, the Objectives and Functions of the Mississippi Coast Crime Commission shall be to:

1. Act as a non-political, non-partisan, scientific agency of the people of the Mississippi Gulf Coast region in fostering and promoting integrity and efficiency in all governmental functions of the cities, county and state, and in determining whether public officials and others who are charged with the duties of suppressing, preventing and punishing crime, and the general administration of justice, are performing their duties according to the laws of the State of Mississippi and of the United States;
2. Report to the public the results of such determinations and to take whatever action the Commission considers appropriate under the circumstances, consistent with the law;
3. Promote and engage in scientific research within the fields of criminology, law enforcement, public affairs, and the administration of justice generally, and to publish the results of such research so that it may be put to practical use.

**ARTICLE I****Membership.**

*Section 1.* Any person not a holder of, or a candidate for public office, who is known to be a person of integrity and good reputation, who is interested in the objectives and functions of the Commission and who can contribute to those objectives and functions, may become a member upon payment of the prevailing designated full membership fee which provides voting privilege. No member, regardless of number of memberships held, may have more than one vote.

*Section 2.* Board of Directors. The Board of Directors shall consist of not more than twenty-one (21) members elected in accordance with Section 3, Article I of the By-Laws of the Commission.

*Section 3.* Membership on the Board of Directors shall be fixed at one, two and three year terms, thereafter, no more than seven members may be elected at each Annual Meeting. Membership to the Board of Directors will be by a two-thirds vote of those present at the Annual Meeting. Nomination and election to the Board of Directors shall be in accordance with Article 3, Section 1, of these By-Laws. After a member has been elected to the Board of Directors, the President shall present him with a copy of the By-Laws and shall specifically direct his attention to this section regarding restrictions on political activity. Any member of the Board of Directors missing three (3) consecutive meetings of the Board, without cause, shall be removed from office by unanimous vote of the Board of Directors and written notification to the member.

#### ARTICLE II

Officers, Executive Committee and Board of Directors.

*Section 1.* Officers. The officers of the Commission shall consist of a President, a Vice President, and a Secretary-Treasurer.

*Section 2.* Executive Committee. The Executive Committee shall consist of the officers of the Commission, the Executive Director, the immediate Past President, and no more than two members as may be appointed by the Board of Directors. Except for the power of the Board of Directors respecting election of members, appointment of the Executive Director of the Commission, and amending of the By-Laws, the Executive Committee shall have the same powers and duties as the Board of Directors, between meetings of the board within the limits prescribed by the Board. Four members of the Executive Committee shall constitute a quorum for any meeting thereof. The concurrence of four members thereof shall be required as to any action of the Executive Committee. Minutes of all action of the Executive Committee shall be kept and shall be reported at the earliest opportunity to the meeting of the Board of Directors. Matters of general policy shall be determined by the Board of Directors.

*Section 3.* Tenure and Succession of Office. All officers shall hold office until the next Annual meeting, or until the election of their successors. The term of office of each Director shall be for one (1), two (2) or three (3) years. In the event an Officer or Director does not complete his term of office, the Board of Directors shall select a successor to serve until the next annual meeting of the Commission.

#### ARTICLE III

Nominations and Elections.

*Section 1.* On or before the first day of December of each year the President shall appoint a Nominating Committee, consisting of the

immediate Past President, a member of the Board of Directors and a member of the Commission not holding office, to consider and submit in writing to the President on or before January 1st, the Committee's nominations for the various offices, including seven members of the Board of Directors. Any three (3) members may also submit a nomination for the office of a Director, provided such nominations are submitted in writing to the President before January 1st. No person shall be eligible for election unless he shall have been nominated as prescribed above.

*Section 2.* Elections shall be held at the Annual meeting of each year. The elected officers and directors shall take office at the conclusion of the Annual meeting.

#### ARTICLE IV

Management and Operation.

*Section 1.* Board of Directors. In addition to the powers of the Board of Directors which are herein specifically prescribed, the Board is vested with the general management and operation of the Commission. The Board shall appoint the Executive Director and formulate the general policies, program and procedures of the Commission.

*Section 2.* Executive Director. The Executive Director shall appoint the operating staff, supervise all operations and functions of the staff, and perform the other duties which may be prescribed by the Board of Directors or the Executive Committee. He shall act under the direct supervision of the Board of Directors.

*Section 3.* President. The President shall be the chief executive officer of the Commission. He shall preside at all meetings of the Executive Committee, of the Board of Directors, and of the full Commission. He shall also execute all contracts and agreements authorized by the Board of Directors or the Executive Committee.

*Section 4.* Vice President. In the absence of the President, the Vice President shall perform the duties and functions of the office of President subject to the provisions of Article II.

*Section 5.* Secretary-Treasurer. The Secretary shall be responsible for keeping minutes of all meetings of the Board of Directors and the Executive Committee as and when required. The Treasurer shall have charge of the funds of the Commission and shall keep all monies in the name and credit of the Commission in such bank or banks as may be designated by the Executive Committee. He shall keep full and accurate books of account, and disburse the funds of the Commission upon properly executed vouchers. Whenever the President or Executive Committee shall require, the Treasurer shall furnish an account of his transactions as Treasurer and of the financial condition of the Commission. In the



name of the Commission he shall endorse for collection or transfer, all checks, notes, bills of exchange and other evidence of indebtedness due the Commission or coming into its hands.

There shall be an annual audit prior to annual meeting to be conducted by an auditing firm selected by the Board of Directors.

*Section 6. Voice of the Commission.* The President and the Executive Director shall be the authorized spokesmen for the Commission.

#### ARTICLE V

##### Meetings.

*Section 1. Commission.* The annual meeting of the members of the Commission shall occur at such time, on such date, and at such place, during the month of January as may be agreed by the majority of the Board of Directors, notice of which shall be given by the President in writing at least five (5) days in advance of such meeting.

*Section 2. Board of Directors.* Regular monthly meetings of the Board of Directors of the Commission will be held at such time, on such date, and at such place, during each month as may be agreed by the majority of the Board of Directors. The requirements for giving notice shall be the same as the requirements stated in Section 1, above.

Special meetings of the Board of Directors or Executive Committee may be convened on call of the President or as may be prescribed by the Board of Directors or the Executive Committee.

*Section 3. Executive Committee.* The Executive Committee shall meet at such time and place as the Committee may determine.

*Section 4. Quorum.* A majority of the Board of Directors as from time to time constituted shall be a quorum for any meeting thereof.

*Section 5. Majority Vote.* The concurrence of three-fourths (3/4) of members present at any meeting shall be required for any action of the Board of Directors, except as otherwise provided herein.

#### ARTICLE VI

##### Political Activity Restriction.

*Section 1.* No officer of the Commission, member of the Board of Directors, Executive Director, or Staff Member shall identify himself with the Mississippi Coast Crime Commission in the endorsement of or participation in the election campaign of any candidate for public office.

*Section 2.* Whenever any member of the Commission is elected to any public office, or becomes a candidate for such office, his membership in the Commission shall terminate. Any question arising as to what

constitutes public office within the meaning of this Section shall be resolved by unanimous vote of the Board.

*Section 3.* The Executive Director shall not publicly endorse or participate in the campaign for the election of any candidate for public office, nor shall he hold public office.

#### ARTICLE VII

##### Removal From Office.

*Section 1.* Any officer, director, or member may be removed from office or membership as a result of failure to fulfill the duties of said office or for conduct detrimental to the best interests of the organization. Said removal must follow the following procedures:

- (1) A petition stating the charge shall be filed with the Secretary and signed by two-thirds (2/3) of the Board of Directors or by two-thirds (2/3) of the active members.
- (2) The secretary shall notify each member at least twenty (20) days before the question will be placed on a meeting agenda.
- (3) Said officer or director shall be permitted written notice of the charge five (5) days before the question is to be placed on a meeting agenda.
- (4) The petitioners shall present their case first, said officer or director shall be heard second, and the vote shall be taken third. Two-thirds (2/3) of those voting shall be necessary to remove said officer or director from office.

#### ARTICLE VIII

##### Amendment.

*Section 1.* The Board of Directors from time to time may establish, modify, or repeal any and all rules and regulations deemed by them to be appropriate relative to the operation of the corporation's affairs; activities of officers and employees; or any other pertinent matter. These By-Laws may be amended by a three-fourths (3/4) vote of the members present at any regular or special Board meeting, provided that written notice of the proposed amendment or amendments has been mailed to the last known address of each member at least ten (10) days prior to the date of such meeting.

**END**