

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. memo	re: political (1 page)	02/12/1993	Personal Misfile
002. resume	re: Alfred Angele [Personally Identifiable Information] [partial] (1 page)	00/00/0000	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 5872

FOLDER TITLE:

Police Corps, etc

2016-0931-S

rc2327

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

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21 U.S.C.

§ 841

§ 844

§ 960

PHOTOCOPY
PRESERVATION

THE WHITE HOUSE
WASHINGTON

March 19, 1994

MEMORANDUM FOR BRUCE REED
 GEORGE STEPHANOPOULOS

FROM: RICK ALLEN RA

SUBJECT: POLICE CORPS AND NATIONAL SERVICE

Given Jack Brooks' insistence that the House version of the crime bill not include any Police Corps (even the slightly scaled-down version included in the Senate Bill), we assume that this issue is likely to be determined in conference. As you continue to develop the administration's position, we would appreciate a meeting to work out the implications for national service outlined in this memorandum.

1. There is substantial message overlap: Public safety is one of the four statutory areas of focus for national service, and our legislation specifically authorizes the establishment of professional corps (as well as pre-professional models). During the campaign, the President most frequently talked about national service participants as becoming (or assisting) police and teachers; although our program design has evolved into an emphasis on non-professional service work of a single year's duration, the fundamental message for the Police Corps and AmeriCorps' public safety involvement is the same: current or incoming college students should join to fight crime and violence, and get education assistance. Voters, potential participants and the law enforcement community are likely to be confused by two different Executive Branch programs with such a similar bottom line message, yet so many differences.
2. What an AmeriCorps program might look like: Currently, the New York City Police Department's Cadet Corps involves college students in their last two years; they work with the NYPD part-time during the school year and full time in the summers, and are given hiring priority thereafter. During the program, Cadets are paired with community service police officers, and learn all varieties of police work. They are paid roughly twice the minimum wage, and get education loans of \$2,000 per annum, which are entirely forgiven if they join the NYPD after graduation (if not, the loans bear 3% interest). Selection is extremely competitive and Cadets are more highly-educated and more diverse than other NYPD officers. The Cadet Corps is planning to modify its program slightly to bring it into compliance with our AmeriCorps parameters. It can be a model for other departments around the country.

3. AmeriCorps and Police Corps benefit structures are widely different: The Police Corps provides up to \$10,000 in scholarships per year (to a maximum of \$30,000) before any service. In fact, "service" in the context of the Police Corps is entering into the police profession; there is no service during the college years, except in the summer training periods. AmeriCorps benefits are \$4725 per year (to a maximum of \$9450) available only after service (with the emphasis solely on what the participant does during the program, not what career path he or she follows thereafter). You will recall the firestorm our proposed \$6500 benefit level provoked from the military veterans community (and their allies in Congress); a similar reaction to the Police Corps benefit level may arise. Assuming that the NYPD Cadet model is implemented by other police forces, AmeriCorps members could actually perform more service during their college years than Police Corps members, but receive half the education benefits -- and the two programs could well operate side-by-side in many urban police departments. This would contribute significantly to confusion, competition and tension between Administration programs.

There are many other technical differences between the two programs; we can brief you, should you be interested.

4. How will the Police Corps operate? We understand that the Department of Justice is at best indifferent to (and perhaps even hostile toward) the Police Corps, which it is empowered to operate. We are worried that without focused oversight, this long-trumpeted program may fail very visibly. We are not arguing for control by our Corporation, either; our resources are already stretched too thin.

5. Opposition to the Police Corps may cripple its implementation: Personally, I have long been a supporter of the Police Corps, but it is clear to me that the vast majority of police chiefs (even the most progressive ones) and mayors are very vociferously opposed. Their principal problem is the proposal's failure to provide funding for the salaries of the Corps' members after they become officers (if they are included in the 100,000-new-officers program, the declining scale of federal contribution raises the same issue). Second, the Corps concept was originally designed to increase the educational level and ethnic diversity of police recruits -- something that departments have had notable success in doing in the last five years without the Corps.

6. Alternate approaches: It seems to us that there are two alternatives preferable to the current Senate version of the Police Corps. (Because of the President's stated support for the concept, particularly during the campaign, I am assuming that abandoning the idea altogether is not an option.)

A. Modify the benefit levels and other programmatic elements of the Police Corps to track the AmeriCorps package, and have our Corporation and DOJ devise some joint oversight. Please note: this can not be done under our current funding levels, and so would require Crime Bill or other DOJ funding.

B. Keep the two programs separate in benefit structure and operation, but provide for enough coordination to minimize confusion and frictions, and avoid duplication. It is imperative, in my view, that national service have at least some of its programs turn out police officers (in, for example, the form of the NYPD Cadet Corps).

I suggest we meet on this topic in the near future.

cc: Phil Lader

May 20, 1993

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED, DEPUTY ASSISTANT TO THE PRESIDENT
JOSE CERDA III, SENIOR POLICY ANALYST

SUBJECT: UPDATE ON 100,000 NEW POLICE

Carol Rasco passed along your request for an update on the status of the Administration's plans to put 100,000 cops on the street. We have been working with the Justice Department and OMB on a credible proposal to meet your campaign promise.

Although funds are tight, we believe the Administration can claim credit for up to 100,000 new law enforcement personnel from the following sources:

Crime Bill	- 50,000	-- \$3-5 billion over 5 years
Jobs Package	- 10,000	-- \$200 million over 2 years
Enterprise Zones	- 15,000	-- \$500 million over 2 years
HUD's Compac	- 5,000	-- \$750 million over 5 years
ED's Safe Schools	- 100	-- \$235 million over 5 years
National Service	- 20,000	-- no set amount
Troops to Cops	-	to be determined

Total Cops 100,100

I. Revised Crime Bill -- Community Policing/Cop on the Beat

The Domestic Policy Council and the Justice Department recommend that our main vehicle for putting more cops on the street should be a modified version of last year's crime bill, with a new Administration-backed title on community policing. There is widespread support on the Hill for more cops. Senator Biden is working with the state attorneys general on habeas corpus reform, the main sticking point from last year. The rest of last year's conference report would remain largely unchanged. The Brady Bill would still be included.

Senator Biden is concerned that we work this out quickly because he believes that Gramm and the GOP could introduce their own crime bill any day. He would like the Senate to take up this issue in June, before the July 4th recess. We will be ready to proceed as soon as the economic plan clears the House.

The linchpin of the 100,000 new police proposal should be a single grant program administered by the Justice Department that helps states and localities put police on the street by providing a source of direct funding.

TOTAL NEW POLICE -- 50,000

II. Jobs Package -- Re-Hire/New Hire Proposal

Per your request, the new jobs bill now contains \$200 million to re-hire or hire additional police officers, perhaps as many as 10,000. These funds could also be used to redeploy police officers onto the streets in community policing roles.

If passed, DOJ would have to spend \$44 million of this money in FY 1993 through its current discretionary authority. The Attorney General has considerable flexibility in awarding these funds. Hopefully, if we move quickly on a crime bill, the remainder of the funds could be spent under the authorizing language to be included in the Biden/Brooks crime bill.

TOTAL NEW POLICE -- 10,000

III. Empowerment Zones -- Community Investment Program

The Empowerment Zone legislation authorizes \$250 million in FY 1994 (already appropriated) and \$250 million in FY 1995 for community policing grants to these 110 areas selected by the Enterprise Board. The Attorney General has broad discretion to make these grants: they can be made under the general language in the legislation; they can be made under current Justice programs; or they can be made under authorizing language passed in a new crime bill.

TOTAL NEW POLICE -- 15,000

IV. Department of Housing and Urban Development -- COMPAC

To help housing authorities fight against crime, HUD has proposed restructuring its current Drug Elimination Grant Program into a considerably more flexible Community Partnership Against Crime (COMPAC). The program is budgeted for \$265 million next year,

and \$1.5 billion over the next five years. HUD expects that about \$150 million of these funds per year will be spent on law enforcement or security personnel, including community-based policing efforts that would increase police presence on public housing complexes.

TOTAL NEW POLICE -- 5,000

V. Department of Education -- Safe Schools

We have amended the Department of Education's draft of Safe Schools legislation to allow the program's monies to be used for "sworn" police officers, not only professional security personnel. While hiring "sworn" police personnel may prove too expensive to use them in the same round-the-clock manner as security guards, they can be used more cost-effectively in community policing roles, including schools as part of their "beat".

TOTAL NEW POLICE -- 100

VI. National Service -- National Service Officers

The National Service Trust Fund estimates that some 20,000 of its participants will serve in law enforcement/public safety roles. These "national service officers" could be used to assist police departments in the broad areas of community policing and crime prevention. They could take reports, staff telephone crime reporting units and administer citizen crime prevention surveys. Relieving officers from these time-consuming duties would potentially free more police officers to become cops "on the beat", and the support work will make officers more effective in their crime-fighting. With direct funding available for most of the new police, we believe it is credible to use National Service members serving in public safety/law enforcement roles in our 100,000 count.

TOTAL NEW NSOs -- 20,000

VII. Military/Labor -- Troops to Cops Demonstration Programs

We are working with the Labor and Defense Departments to define these proposals. However, substantial funds are not available from these sources.

As we understand it, monies available under Senator Nunn's "Troop to Teachers" initiative are not available for a "Troops to Cops" initiative without new authorizing language. Currently, this DoD account has about \$65 million in it, \$20 million of which could probably be used for a cops initiative.

Perhaps as much as \$75 million may be available through the Department of Labor if we develop appropriate demonstration projects under amendments to the Job Training Partnership Act. Authority to undertake such projects was enacted in the 1991 Defense Department Authorization.

TOTAL NEW POLICE -- TO BE DETERMINED



Office of the Attorney General
Washington, D. C. 20530

July 29, 1993

DRAFT DECISION MEMORANDUM FOR THE PRESIDENT

FROM: JANET RENO
ATTORNEY GENERAL

SUBJECT: Police Corps

The following compares the positions of Adam Walinsky and the Department of Justice on the police corps concept.

Adam Walinsky's Proposal

Mr. Walinsky proposes to provide a scholarship to each police corps participant of up to \$12,500 per year with a cap of \$40,000 over four years. The participant would then be required after graduation from college to serve as a police officer for four years. Police corps participants must commit to only four years of service. (Participants in the first two years of operation need only commit to two years.) It takes four years for an officer to become a seasoned member of the police force. \$5,000 per year per graduate for up to five years would be paid to law enforcement agencies as a hiring incentive. Monies would be targeted for 16 weeks of training in addition to whatever law enforcement related education the person chose in college. After expenditure of these dollars, we would not have police officers on the street to show for it. Communities would still have to come up with the funds to hire them. This would be a huge burden, as the national average for salary, benefits, training and equipment for a new police officer is approximately \$50,000.

Department of Justice Proposal

The Department would prefer to use our limited resources to provide direct grants to communities to enable them to actually hire new police rather than just sending them to school. We need police on the streets now. Police groups have advised that there is no lack of well-educated candidates to become police officers. If the goal is to produce a better educated police force, scholarships for career officers would be a more effective means of achieving this goal if we had the money.

We do not have enough money to achieve your promise of putting 100,000 police officers on the street, but in case you want to provide money for scholarships, an alternative police corps proposal has been developed by the Department of Justice, in consultation with the Domestic Policy Council staff. This version would cost \$25 million over five years, provide scholarships to aspiring police officers, and build partnerships between educational institutions and law enforcement agencies to address local needs. It would also assure qualified participants of jobs upon graduation.

Another option would be to augment the police corps concept already incorporated into the National Service program legislation.

You should also know that virtually every major national police organization opposes Mr. Walinsky's police corps proposal.

In summary, I think the facts stated above relating to each approach to police corps strongly suggest that the Administration support for the Department of Justice or National Service version of police corps.

DECISION

Option A:

Support the Department of Justice Police Corps Proposal:

____ Approve ____ Approve as amended ____ Reject ____ No Action

Option B:

Support the National Service Police Corps Proposal:

____ Approve ____ Approve as amended ____ Reject ____ No Action

Option C:

Support the Adam Walinsky Police Corps Proposal:

____ Approve ____ Approve as amended ____ Reject ____ No Action

May 26, 1993

MEMORANDUM FOR THE PRESIDENT

**FROM: BRUCE REED, DEPUTY ASSISTANT TO THE PRESIDENT
JOSE CERDA III, SENIOR POLICY ANALYST
RANA SAMPSON, WHITE HOUSE FELLOW**

SUBJECT: THE ATTORNEY GENERAL'S MEMORANDUM ON POLICING

As you know, we have been working with the Justice Department and OMB on a credible proposal to meet your campaign promise of putting 100,000 new law enforcement personnel on the street. At least half of these new cops will have to come from a modified version of last year's crime bill.

We are close to agreement on the basic policing provisions of this bill. However, the Attorney General's May 24 memorandum raises a few outstanding issues on which we would like your guidance.

1. How Much to Spend on Community Policing Versus "Multidisciplinary and Early Intervention"

First, the Attorney General would like to be able to use 40% of the policing funds for "multidisciplinary-early intervention teams and other innovative ideas for community groups or local agencies." OMB has already calculated that it will be difficult to meet your 100,000 pledge even if we use 100 percent of the funds available for new hires; you are guaranteed to not be able to meet it by using only 60% of the funds.

We are interested in the Attorney General's innovative approaches to policing and other public safety and social services and agree that simply putting more police on the streets is not enough. But rather than compromise your 100,000 pledge, we would focus on prevention through community policing.

As you know, community policing is a partnership between police and neighborhood residents, between police and other agencies of government, and between police and the private sector. It allows police, who under the emergency response model deal with the same problems on a day-to-day basis, to work with neighborhood residents and others to actually solve problems and prevent crimes from happening in the first place.

Community policing works. But as is evident from Lee Brown's experience in Houston and New York, community policing has spread slowly, on a city-by-city basis. Its implementation is dependent on progressive police chiefs, friendly city councils and the availability of local funds. Your 100,000 new police proposal ought to be the mechanism by which the nation's police forces convert to community policing.

Equally important, dramatically increasing community policing will do much more than prevent crimes; it will help establish a community policing infrastructure to which other prevention and early intervention strategies can be grafted. Without first establishing an increased police presence in certain neighborhoods, police will still be tied to the "tyranny of 911" reactive policing -- and unable to find the time to build partnerships with social workers, treatment providers and others coming in to offer their services. It would be possible to earmark a small amount of funds -- say, \$10 million -- that the Attorney General could use for demonstration projects in these areas. But we believe the empowerment zone proposal already gives her the opportunity to work with other agencies and local communities to develop the kind of comprehensive approaches she describes in her memorandum.

2. Community Involvement and Local Matching Funds

The Attorney General suggests that cities may not be able to provide any matching funds. We believe that some local match is essential in order to make the most of limited federal funds, ensure that communities have a stake in the program, and see that cities make a commitment to community policing that continues long after federal dollars are gone.

We recommend that the legislation require a partial match.

3. Police Corps

The Attorney General would like to restructure the Police Corps to make the program more workable for states and localities. Essentially, she would like to make the Corps more locally-based, in keeping with your National Service proposal.

On pure policy grounds, we like the Justice Department's proposed changes to the Police Corps. As included in last year's crime bill, we believe the Corps is not a cost effective means for increasing police force levels because it pays for college education and some police training but does nothing to help communities afford to hire more police. It replicates a much smaller program that has already been included in the National Service legislation. (The National Service program will also enable young people to serve as "community service officers," rather than sworn police officers.)

Moreover, the Police Corps is still strongly opposed by the police unions, police chiefs, cities and others, who would welcome Justice's proposed changes. Similarly, Chairman Brooks and Representative Schumer would also support scaling back the Corps.

But you should be warned that fundamentally altering the Police Corps could enrage its intellectual godfather and chief advocate, Adam Walinsky. No doubt he will go to his congressional supporters -- Senator Kennedy, Representative McCurdy and others -- and to the editorial boards that strongly support his proposal, in an effort to undo our changes. We fear that Walinsky might try to make the Administration look soft on crime in the process.

Since the Police Corps language included in last year's bill (with additional scholarships for in-service cops) has passed the Congress repeatedly and without hearings, we would recommend sticking with that language -- but scaling back the program's costs to what the Administration proposed in this year's budget (\$25 million). This will enable us to avoid political backlash, but still be able to use most of the money in the crime bill to put 100,000 police on the street.

TO: Carol Rasco
FROM: Jose Cerda III
RE: Response to Rahm Emanuel's Memo
DATE: February 23, 1993

Thank you
for such a
thorough memo.
Please sit down
w/ Rahm & go over
this.

Let me
know if
you want
me to
interview
w/ any
way.
CJR

The following are my initial thoughts concerning Rahm Emanuel's memorandum to you and George Stephanopoulos. Please let me know if you require a more detailed analysis or further follow-up.

I. Police Corps Not Appropriate Vehicle

A. Policy Mix-Up

While Candidate Clinton mentioned both the Police Corps and a military retirees program in the context of his pledge "to put 100,000 new police officers on our streets," these are two different proposals.

The Police Corps proposal most recently considered by Congress provides college scholarships and law enforcement training to students who are willing to make a four-year commitment to serve as police officers. There are no provisions concerning military retirees.

The military retirees proposal -- inserted by Senator Nunn in last year's Department of Defense (DoD) authorization -- facilitates the transition of individuals who are involuntarily separated or asked to take early retirement, from military service to service as police officers. The nub of this program is a continued federal contribution to the pensions of these individuals while they serve as local police officers.

B. Policy Contradictions

As originally envisioned by its proponents, and as perennially considered by Congress, the Police Corps is designed to be on a similar scale as the military's ROTC program. It is by definition a national program. Candidate Clinton confirmed the program's large scale by citing the National Police Corps as the primary means to put 100,000 new police officers on the street. Moreover, scaling down the Police Corps at the outset will make it increasingly difficult for President Clinton to deliver on his pledge to put 100,000 new cops on the street by FY 1997.

We must also consider that President Clinton has already implemented the only "test-run" Police Corps in the country -- the Arkansas' Police Corps. Pursuing the National Police Corps by way of a demonstration project is likely to be perceived as a weakening of his commitment.

II. Money is a Problem

A. No Authorized Funds

Last year's DoD authorization does not include specific funds to implement the military retirees program. While Senator Nunn's bill gave DoD the latitude to pursue such a

program, the previous administration did not support the measure and delayed acting upon it. According to Senator Nunn's staff, once DoD's key vacancies are filled, the Administration will be in a position to pursue the details of this program. If new funds need to be authorized and appropriated, Congressional action will be required.

B. Police Corps Underfunded

In addition to being an inappropriate vehicle to fund a military retirees program, the Police Corps itself is in need of additional funds. As I understand it, OMB's proposed budget only gives the Police Corps -- a billion-dollar program -- \$25 million in FY 94, rising to \$50 million in FY 97.

C. State and Local Budget Constraints

While the military retirees proposal makes it cheaper for states and municipalities to hire new police officers, Norfolk may not have the funds to pay for new police officers. Budget constraints have forced many states and localities to lay-off police officers. And if Norfolk is one of these municipalities, it may have labor contracts that require it to hire new police on a preferential basis. These specifics need to be examined.

III. Alternatives to Consider

A. Use DoD's Existing Authority

For now, it seems to me that RE's suggestions are best pursued through DoD. DoD already has the authority to begin formulating a transition program for military retirees to become police officers. And Senator Nunn's staff seemed to indicate that the slow appointment/confirmation process was the only current obstacle. Additional statutory authority or funds, if necessary, could be sought as soon as Congress considers the DoD authorization and appropriations bills.

B. Use VA and DOL Training Funds

There are existing programs within the Department of Labor (DOL) and Veterans Affairs (VA) that assist veterans with employment opportunities. These programs could be directed to encourage and facilitate the placement of veterans in state and local law enforcement agencies.

C. Crime Bill Consideration

While re-opening the crime bill conference agreement to consider new issues is not a recommended course of action (crime bills are prone to become legislative "christmas trees"), the bill's consideration does present an opportunity to make "miscellaneous" and "technical" changes. If no other vehicles for a demonstration project are found, something could be inserted here. I would note, however, that OMB's budget will ultimately underfund the crime bill -- spending less in four years than last year's crime agreement would have spent in one.

Withdrawal/Redaction Marker

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UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE ASSISTANT SECRETARY FOR POSTSECONDARY EDUCATION

FACSIMILE TRANSMISSION

DATE:

December 28, 1993

NUMBER OF PAGES:

7

TO:

Jose Cerda

FROM:

Maureen A. McLaughlin

Office of the Assistant Secretary for
Postsecondary Education
Department of Education
Room: 4082 Building ROB-3
7th and D Streets, SW
Washington, DC 20202-5100
Telephone# 202-708-5547
Fax# 202-708-9814

MESSAGE:

federal register

**Tuesday
July 21, 1992**

Part IV

Department of Education

**34 CFR Parts 674, 675, and 676
Perkins Loan Program, College Work-
Study Program, and Supplemental
Educational Opportunity Grant Program;
Final Rule**

(C) 30 percent for the total principal amount plus interest on the unpaid balance accruing during that year for the fifth complete academic year of that teaching service.

VIII. Head Start Cancellation

(1) I understand that upon making a properly documented written request to the institution, I am entitled to have up to 100 percent of the amount of this loan plus the interest thereon canceled if I perform service as a full-time staff member in a Head Start program if—

(A) That Head Start program is operated for a period that is comparable to a full school year in the locality, and

(B) My salary is not more than the salary of a comparable employee of the local educational agency.

(2) This loan will be canceled at the rate of 15 percent of the total principal amount plus interest on the unpaid balance accruing during that year for each complete school year or equivalent period of service in a Head Start program.

(3) Head Start is a preschool program carried out under the Head Start Act.

IX. Military Cancellation

(1) I understand that upon making a properly documented written request to the institution, I am entitled to have up to 50 percent of the principal amount of this loan plus the interest thereon canceled if I serve as a member of the Armed Forces of the United States in an area of hostilities that qualifies for special pay under section 310 of Title 37 of the United States Code.

(2) This loan will be canceled at the rate of 12½ percent of the total principal amount plus interest on the unpaid balance accruing during that year for each complete year of such service.

X. Law Enforcement or Corrections Officer Cancellation

(1) I understand that upon making a properly documented written request to the institution, I am entitled to have up to 100 percent of the amount of this loan plus the interest thereon canceled if I perform qualifying service after the period for which I received the loan—

(A) As a full-time law enforcement officer for an eligible local, State, or Federal law enforcement agency; or

(B) As a full-time corrections officer for an eligible local, State, or Federal corrections agency.

(2) A portion of this loan will be canceled for each completed year of law enforcement or corrections service at the following rates:

(A) 15 percent of the total principal amount of the loan plus interest on the unpaid balance accruing during that year for each of the first and second complete years of that service,

(B) 20 percent of the total principal amount plus interest on the unpaid balance accruing during that year for each of the third and fourth complete years of that service, and

(C) 30 percent of the total principal amount plus interest on the unpaid balance accruing during the year for the fifth complete year of that service.

XI. Death and Disability Cancellation

(1) In the event of my death, the total amount owed on this loan will be canceled.

(2) If I become permanently and totally disabled after I receive this loan, the institution will cancel the total amount of this loan.

XII. Change in Name, Address, Telephone Number, or Social Security Number

I am responsible, and any endorser is responsible, for informing the institution of any change or changes in name, address, telephone number, or Social Security number.

XIII. Late Charge

(1) The institution will impose a late charge if—

(A) I do not make a scheduled payment when it is due, and

(B) I do not submit to the institution, on or before the date on which payment is due, documentation that I qualify for a deferment or cancellation described in Articles VI, VII, VIII, IX, X, and XI of this agreement.

(2) No charge may exceed 30 percent of my monthly, bimonthly, or quarterly payment.

(3) (A) The institution may—

(i) Add the late charge to the principal the day after the scheduled repayment was due; or

(ii) Include it with the next scheduled repayment after I have received notice of the late charge.

(3) If the institution elects to add the late charge to the outstanding principal of the loan, it must so inform me before the due date of the next installment.

XIV. Assignment

(1) This note may be assigned by the institution only to—

(A) The United States;

(B) Another institution upon my transfer to that institution if that institution is participating in this program; or

(C) Another institution approved by the Secretary.

(2) The provisions of this note that relate to the institution shall, where appropriate, relate to an assignee.

XV. Prior Loans

I hereby certify that I have listed below all of the Perkins Loans, National Direct Student Loans, and National Defense Student Loans I have obtained at other institutions. (If no prior loans have been received, state "None".)

PERKINS LOANS, NATIONAL DIRECT STUDENT LOANS, AND NATIONAL DEFENSE STUDENT LOANS AT OTHER INSTITUTIONS

	Amount	Date	Institution
1			
2			
3			
4			

XVI. Schedule of Advances

The following amounts were advanced to me under this loan agreement on the dates indicated:

	Amount	Date	Signature of Borrower
1			
2			
3			
4			

Notice to Borrower: Do not sign this note before you read it. I understand and agree to all the foregoing terms and conditions.

(This note is signed as a sealed instrument.)

Signature _____ (seal)

Date _____ 19____

Permanent Address (Street or Box Number, City, State, and Zip Code)

Social Security Number (borrower must provide)

The borrower and institution shall execute this note without security and without endorsement unless the borrower is a minor and this note would not, under the law of the State in which the institution is located, create a binding obligation. If the borrower is a minor and this note would not, therefore, be legally binding, the institution shall require a co-signer to this note.

I agree to repay all amounts due on this loan if the borrower fails to do so in accordance with the terms of the note.

Signature of Co-signer _____ (seal)

Date _____ 19____

Permanent Address (Street or Box Number, City, State, and Zip Code)

Social Security Number (co-signer must provide)

The institution shall provide a copy of this note to you and any co-signer and you should retain the copy for your records. (Authority: 20 U.S.C.1087dd.)

24. Appendix C to part 674 is revised to read as follows:

Appendix C to Part 674—Promissory Note—Perkins Loan—Less Than Half-Time Student Borrower

Perkins Loan Program: Perkins Loan

[Any bracketed clause or paragraphs may be included at option of institution.]

I, _____, promise to pay to _____ (hereinafter called the institution), located at _____ the sum of the amounts that are advanced to me and endorsed in the Schedule of Advances set forth below. I promise to pay all reasonable collection costs, including attorney fees and other charges, necessary for the collection of any amount not paid when due.

I further understand and agree that:

1. General

(1) *Applicable Law.* All sums advanced under this note are drawn from a fund



UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

April 1991

CB-91-6

SUMMARY: This letter provides information and guidance concerning the new Perkins Loan and National Direct Student Loan cancellation provision for law enforcement or corrections officers.

FEDERAL STUDENT FINANCIAL AID HANDBOOK REFERENCE: This letter supplements the information contained in Chapter 6 of the 1990-91 Federal Student Financial Aid Handbook.

Dear Colleague:

On November 29, 1990 President Bush signed Public Law 101-647, the Crime Control Act of 1990. One of the provisions of this Act is the Police Recruitment and Education Program (PREP). PREP amends Section 465(a)(2) of the Higher Education Act of 1965, as amended (HEA), by providing for a new Perkins Loan and National Direct Student Loan (Direct Loan) cancellation benefit for future and current full-time law enforcement or corrections officers providing service to local, State, or Federal law enforcement or corrections agencies.

The Department plans to issue regulations for this new Perkins Loan and Direct Loan cancellation provision in the near future. In the meantime, the Department is providing information and guidance in order to assist institutions in implementing the new cancellation provision of the HEA.

Affected Perkins Loans and Direct Loans

The new cancellation provision for future and current full-time law enforcement or corrections officers only applies to Perkins Loans and Direct Loans made on or after November 29, 1990. A Perkins Loan or Direct Loan is considered made when the borrower signs for an advance of funds on the promissory note. Any Perkins Loan or Direct Loan made prior to November 29, 1990 is not subject to the new cancellation provision. If a borrower signs for a new advance on or after November 29, 1990 on a note executed before November 29, 1990, the advance made on or after November 29, 1990 is eligible for cancellation.

Cancellation Rate

A borrower is entitled to cancellation of up to 100 percent of a Perkins Loan or Direct Loan made on or after November 29, 1990 for full-time service as a qualifying law enforcement or corrections officer. However, no portion of any loan may be cancelled for services the borrower performed before the date the loan was disbursed, or during the same period he or she received the loan. The cancellation rate per year of service is:

- 15 percent of the principal - plus the interest that has accrued during the year - for each of the first and second years,

* Contact person at ED:
Harold McCullough
708-4690

Page 2

- 20 percent of the principal - plus the interest that has accrued during the year - for each of the third and fourth years, and
- 30 percent of the principal - plus the interest that has accrued during the year - for the fifth year.

Definition of Eligible Law Enforcement or Corrections Officers

In order to establish the eligibility of a borrower for the new cancellation provision, the institution must determine that (a) the borrower's employing agency is eligible and that (b) the borrower's position is essential to the agency's primary mission.

a. Eligible local, State, or Federal agencies are publicly-funded units, the principal activities of which pertain to crime prevention, control or reduction or the enforcement of the criminal law, including, but not limited to police efforts to prevent, control or reduce crime or to apprehend criminals; activities of courts having criminal jurisdiction and related agencies; activities of corrections, probation or parole authorities; and problems relating to the prevention, control or reduction of juvenile delinquency or narcotic addiction. Agencies which are primarily responsible for enforcement of civil, regulatory, or administrative laws are ineligible.

b. To qualify for the new loan cancellation, a full-time employee of an eligible agency must be a sworn officer or person whose principal responsibilities are unique to the criminal justice system and are essential in the performance of the agency's primary mission. The agency must be able to document the employee's functions.

NOTE: Persons whose official responsibilities are supportive, such as those that involve typing, filing, accounting, office procedures, purchasing, stock control, food service, or building, equipment or grounds maintenance are not eligible for the new loan cancellation regardless of where these functions are performed.

Postponing Repayments

An institution may postpone loan repayments for a twelve-month period if the borrower will be providing full-time law enforcement or corrections service that qualifies for loan cancellation. The borrower must obtain a postponement form from the lending institution and have it signed by a responsible official of the local, State, or Federal law enforcement or corrections agency that will employ the borrower. The employer must describe the borrower's duties, list the period of employment, and state that the job is full-time.

Reimbursing Amounts Cancelled

For Perkins Loans and Direct Loans, the Department will reimburse each institution every award year for the principal and interest cancelled from its Perkins Loan Fund for full-time law enforcement and corrections service. The institution must deposit this amount in its Fund. The Fiscal Operations

Page 3

Report and Application to Participate (FISAP) will be revised to gather the information for the new cancellation provision. The first cancellations will be granted during the 1991-92 award year and will be reported for the first time on the FISAP which you will receive in July 1992.

Perkins Loan and Direct Loan Promissory Notes

The Department issued a December 1990 "Dear Colleague" letter (CB-90-24(LD)) which provided revised sample promissory notes that institutions were encouraged to use as soon as possible. In addition, the Department published on March 13, 1991 a Notice of Proposed Rulemaking (NPRM) that included those proposed revisions to the current Perkins Loan and Direct Loan promissory notes that appear in Appendices A through D of the Perkins Loan Program regulations (34 CFR Part 674). Due to reasons of timing, the promissory notes appearing in the "Dear Colleague" letter and the NPRM do not contain the new cancellation provision for law enforcement or corrections officers.

The Department intends to incorporate the new cancellation provision in the subsequent final regulations that will be published later in 1991. Until this occurs, institutions are to use the Addendum to the current promissory notes that is enclosed with this letter which contains the new cancellation provision. The borrower must sign and date both the original promissory note and the Addendum.

If you need assistance in implementing these procedures, you may contact the Regional Office serving your State.

Sincerely,



Michael J. Farrell
Deputy Assistant Secretary
for Student Financial Assistance

Enclosure

Addendum to Promissory Note

I understand and agree that any funds advanced to me on or after November 29, 1990 under this promissory note are subject to the following additional provision:

Law Enforcement or Corrections Officer Cancellation

(1) I understand that upon making a properly documented written request to the Institution, I am entitled to have up to 100 percent of the amount of this loan plus the interest thereon cancelled if I perform service after the period for which I received the loan--

(A) As a full-time law enforcement officer for a local, State, or Federal law enforcement agency; or

(B) As a full-time corrections officer for a local, State, or Federal corrections agency.

(2) A portion of this loan will be cancelled for each completed year of law enforcement or corrections service at the following rates:

(A) 15 percent of the total principal amount of the loan plus interest on the unpaid balance accruing during that year for each of the first and second complete years of that service,

(B) 20 percent of the total principal amount plus interest on the unpaid balance accruing during that year for each of the third and fourth complete years of that service, and

(C) 30 percent of the total principal amount plus interest on the unpaid balance accruing during the year for the fifth complete year of that service.

Signature _____

Date _____, 19____

Signature of endorser _____ (if applicable)

Date _____, 19____

The New York Times

Founded in 1851

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ARTHUR HAYS SULZBERGER, *Publisher 1935-1961*
ORVIL E. DRYFOOS, *Publisher 1961-1963*
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CHARLES E. SHELTON, *V.P., Circulation*

THE NEW YORK TIMES

MAY 11, 1992

For College Kids, Cops and Crime

The flames in Los Angeles cast an embarrassing light on Congressional paralysis about crime. Democrats and Republicans continue to maneuver endlessly for partisan appearances. Perhaps now the obvious urgency of the need for progress can permit real action on two proposals that share bipartisan agreement.

Last fall a House-Senate conference committee reported an omnibus crime bill that expanded the death penalty, limited prisoners' habeas corpus appeals and imposed a waiting period for handgun purchases. It also set up a Police Corps that would offer college scholarships for students willing to serve with city police after graduation, and it called for \$3.2 billion in Federal aid to local law enforcement.

The House approved this conference bill, but Republicans in the Senate blocked it with a filibuster. Then, earlier this year, worried about facing voters empty-handed on the crime issue, they introduced a new bill, undoing many of the compromises already agreed to. But it retained the Police Corps and the aid to law enforcement.

After Los Angeles, those two provisions suddenly look like urgent business on the crime control agenda. The financial aid package includes \$1 billion for police training, equipment and special programs. Other funds would support drug treatment

in prisons, correctional "boot camps" and initiatives against criminal gangs.

The riots also put a new light on the Police Corps, whose obvious virtue is to help strapped families cover college costs while providing high-quality police recruits. As the college-educated recruits do their three-year police service, they would bring fresh air and fresh eyes to the walled culture that isolates officers from the public. The Police Corps officers could be expected to resist the self-protective system that often condones corruption, brutality and contempt for ghetto neighborhoods.

There's also a reciprocal benefit. As Police Corps officers return to civilian life, they can help build understanding and support for police.

The Police Corps, in short, would constitute a national investment in more enlightened police work and against racial hostility and grievous excess like the Rodney King beating.

Whatever their differences on other crime bill provisions, Republicans and Democrats in both houses appear to agree on law enforcement aid and the Police Corps. Why not separate both provisions and enact them promptly? That would give Congress something to show for all its anti-crime floundering; it would, meanwhile, do something dramatic for college kids, cops and crime.

PUBLIC LIVES

By Joe Klein

Copping a Domestic Agenda

Two days after he was elected president of the United States, Bill Clinton told Al From—immoderate leader of the centrist Democratic Leadership Council—that he would have an important transition job: New Ideas. From wasn't quite sure what that meant. As it happened, it meant domestic policy. All of it (except for health care and the economy). And the top priority would be national service. This has become a recurring theme: the congressional leaders who've met with Clinton have been surprised by how serious he is about an issue routinely considered peripheral, at best, within the Beltway. They shouldn't be. Throughout the campaign, Clinton's most reliable applause lines came when he'd describe his proposed college-loan program—loans available to all, repaid as a percentage of income over time or, "better yet," he would inevitably say, with two years' service in a "Domestic Peace Corps . . . We could educate a generation of Americans and help solve our people problems here at home. It would be the best money we ever spent."

But only if it's spent right. Clinton himself raised some of the potential pitfalls in his first press conference after the election: "How much money should everybody be able to borrow a year? What contributions should people's families be expected to make, if any? . . . How are you going to keep the colleges . . . from using it as an excuse to explode tuitions even more?" To which might be added far more serious potential problems on the service side of the equation: One reason national service isn't taken more seriously in Washington is the power of Bill Clinton's supporters in the public-employee unions, who'll fight to keep the Domestic Peace Corps away from jobs that might be done by their members—that is, anything remotely useful. If national service isn't carefully planned—if the unions aren't forced to compromise—Clinton's grand idea could turn out to be 250,000 college graduates fetching coffee, a potential source of corruption and bureaucratic bloat. Republicans would happily use to bludgeon him in 1996.

The problems are daunting, but the idea—financial aid reciprocated by service, bureaucracy reinvigorated by altruism—is too important to let slip. And there is a way Clinton can move immediately to demonstrate his commitment while buying time for his more ambitious plans: ask Congress to pass the Police Corps, which could put 100,000 college-educated police officers on the streets by 1997.

The Police Corps has a multitude of social and spiritual virtues, and one enormous political advantage: it already

has passed Congress, with sponsors ranging from liberal Barney Frank of Massachusetts to California Neanderthal Robert Dornan (as well as a national roster of police chiefs and the support of the Fraternal Order of Police)—but it died with the 1991 crime bill, when George Bush threatened a veto. Reintroduced, it could breeze through the legislature by spring; the first 3,000 to 5,000 new officers could be on the streets by winter. But far more important than its political viability, the Police Corps is a carefully thought-out idea, the product of 10 years of negotiation by Adam Walinsky, a former aide to Robert Kennedy who has made it his personal crusade. Along the way, Walinsky has had to convince chiefs and unions, and answer hard questions, like—how can you expect a college kid to cope with urban guerrilla warfare?

In response, he developed a program far more rigorous than Clinton's national-service model. Each recruit would have to spend two full summers in a Police Corps boot camp (more training than most police officers currently receive). Each would then serve four years on a local force (as opposed to Clinton's two-year stint) and receive full pay, minus pension (a necessary concession to the unions). The original, \$1 billion bill had training and scholarships (\$10,000 per year) paid by the federal government and salaries by the local communities, but that can be modified if Clinton



ROBERT MAASS FOR NEWSWEEK

Could her next partner be a physicist? On patrol in New York

wants to help cities foot the bill. In fact, public safety would seem a more compelling "infrastructure" need than the porky pothole-filling programs the mayors want.

Over time, Walinsky has been surprised by the ecumenical support he's received. Conservatives like it because it would add more cops—20 percent more nationally, almost all of whom would go into community policing (the radical "new" idea of having cops actually walk a beat, which seems to be suppressing crime in cities like New York and Houston); liberals like it because college graduates might leaven the macho Blue Culture that seems to breed brutality. Students seem enthusiastic—a poll conducted in Boston by the Justice Department found 24 percent at a private college and 40 percent at a state school ready to sign up. And Bill Clinton likes it, too: "He was present at the creation," Walinsky says, "a founding member of my board." It's possible that Walinsky's scholarship-for-service swap was the seed from which Clinton's grander Domestic Peace Corps grew. It's the logical place to start now, as the new president embarks on his most ambitious goal—to rebuild a national sense of community, responsibility and public altruism.

The New York Times

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ELISE J. ROSS, Sr. V.P., Systems
JAMES A. CUTIE, V.P., Marketing

Good Medicine for Police Brutality

The proposed Police Corps, now part of a crime bill introduced by Senator Joseph Biden of Delaware, would provide Federal scholarship money for college students willing to serve four years with a local police department after graduation. It was always a good idea; the national furor over police brutality underscores the need.

Supporters of the corps have argued that it would offer chiefs a pool of well-educated recruits and also save money. The departments would have to hire Police Corps officers at standard entry-level rates, but the program would provide training and the officers would receive less in fringe benefits than regular officers.

These may turn out to be the least of the program's advantages. The videotape of Los Angeles police beating a helpless suspect depicted officers who had abandoned professional discipline. Such lapses are typically the result of the burnout and alienation endemic to police work.

Demoralized officers, suffering from a passionate conviction that the public and the news media can't possibly understand the stresses of their daily routine, close ranks to rationalize brutality. Their "blue wall of silence" may make the misconduct impossible to investigate and prosecute. Had a few

such Police Corps officers been present at the videotaped Los Angeles beating, it's hard to imagine that it would ever have occurred.

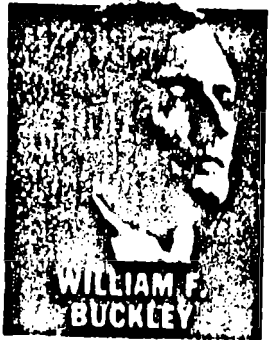
The Police Corps might eventually add some 80,000 officers of a different sort to police departments. Their education and short-term commitments could make them highly resistant to squad-room socialization. Those who decided to make careers with the police would become an invaluable source of management talent.

Meanwhile, Police Corps officers would be ideal for carrying out the community patrol programs that build trust and intimacy between neighborhoods and officers who patrol them, thereby diminishing frictions that lead to brutal police behavior. As Police Corps officers return to civilian life, they could broaden realistic public awareness of the limitations on law enforcement.

Critics of the Police Corps worry about the potential for conflict that might arise from infusions of "elitist" college-educated officers. After the Los Angeles incident, the counter-argument sounds much more persuasive: The presence of such officers could become the powerful catalyst for positive change where alienation has so deprived police of their moral bearings.

Sunday, April 17, 1967

OPINIONS



L.A. midwife to a civvy Police Corps?

Adam Walinsky, the talented lawyer once closely associated with Robert Kennedy, since then more eclectic in his ideological vision, rea-

sonably re-advances his idea for a civilian Police Corps as a rational response to the problem brought to focus by the atrocity in Los Angeles.

The Police Corps was only narrowly put down by Congress a year or so ago, but it continues to be fervently backed by a wide range of influential men in private and public life. Few movements bring together politicians Les Aspin, Bill Bradley, William Clinton and Robert Dornan. Have the backing of David Keene, chairman of the American Conservative Union, and Guido Calabresi, dean of the Yale Law School. Enthuse the chiefs of police of Seattle; San Jose; Washington, D.C., and Baltimore.

It is an idea that might transform the horror of Los Angeles into a providential

midwife of a fresh approach designed to bring the police and their fellow citizens together in a productive, symbiotic union.

It is Walinsky's point that as things now stand there are forces of self-insulation at work that tend to isolate many policemen from the citizenry at large. And this isolation is reinforced by the failure, notwithstanding 20 years of affirmative action, of the police to attract black and other minority members to the professional corps.

Educated blacks and Hispanics avoid the police corps as presently constituted. Those who join tend to lack education sufficient to move up the ranks, with of course the conspicuous exceptions of those who make it all the way up to police commissioner. But only 1.5% of black police officers pass the New York sergeant's test, and the result is a failure of effective social integration and a them-and-us attitude that now and again pullulates into such incidents as we saw in Los Angeles.

There were 15 white men there, and even if the speculation is correct that the beating of the suspect would have been as vicious if he had been white, it is unlikely that it would have happened at all if two or

three of the attending officers had come into the service via the Police Corps.

Walinsky's proposal is to induce 80,000 Americans, on entering college, to pledge four years in the Police Corps in return for financial aid toward their college education. A Justice Department survey reveals that an extraordinary 45% of black college students said that they would be disposed to sign up for police work, should the Police Corps be established.

Every leading black police chief — Lee Brown of New York, Willie Williams of Philadelphia, Isaac Fullwood of D.C., Willie Woods of Baltimore, LeRoy Martin of Chicago, Reuben Greenburg of Charleston, S.C., Harold Johnson of Mobile, Ala. — supports the idea of the Police Corps. The investment in the idea is modest in terms of dollars spent, large in terms of rewards predicted. The infusion into the professional corps of college graduates, many of them from ethnic minorities, would constitute a more or less perpetual umbilical cord between those whose mandate it is to enforce the law and those who, as citizens, are entitled to life, liberty and property except when forfeited by due process.

The police are isolated in a community that asks them to do more and more, against more and more overwhelming odds. On a per capita basis, criminals are overwhelmingly black or Hispanic, and their victims, members of their own race or ethnic background. The incidence of crime by juveniles, black and white, stupefies moral understanding. An infusion of college graduates, many of whom come from minority backgrounds, could bring spring water into the thought and acts of a beleaguered service.

Moreover, the Police Corps could, after a few years' experience, serve as effective mediators between the police and the legislatures and the courts. A lobby of Police Corpsmen or alumni of the Police Corps might more effectively than has been done heretofore explain to congressmen and to the judiciary the nature of the problems against which they contend, in the hope of refashioning laws and customs in such a way as, on the one hand, to diminish the incidence of brutality, and on the other, to diminish the revolving-door justice that so frustrates the professional policemen and so greatly advances the rate of crime.

Saturday, March 23, 1991

DAILY NEWS

220 E. 42d St., New York, N.Y. 10017

ROBERT MAXWELL, *Chairman and C.E.O.*

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This year, a Police Corps ...

Despite all of Washington's shouting about crime last year, Republicans and Democrats failed to reach agreement on any kind of anti-crime bill. This year, the noise level is just as high, but the prospects look as bleak as ever.

Even if a bill is okayed, most measures under consideration are reactive — they take effect *after* a crime is committed. Only two items stand out as preventive: gun control and the Police Corps. Gun control, despite its obvious benefits, remains controversial and chancy. But there is widespread agreement on the Police Corps among leading politicians of both parties. If Congress does nothing else this year, it should act on that agreement and pass a Police Corps bill.

The Police Corps would work for police departments the way ROTC works for the armed services, providing a steady stream of college-trained, highly motivated officers who would serve for several years, then go on to civilian jobs. Crime-plagued cities would get more police protection for less — since they wouldn't have to bear pension and other long-term costs.

The Police Corps would be a perfect match for the community patrols favored by New York's Commissioner Lee Brown and other police officials. The early experience in New York neighborhood says (no surprise!) people love seeing uniformed cops walking their streets. Think what it would mean if handfuls of officers could be turned into hundreds. The key lies in Washington, which can make the Police Corps a reality.

The Philadelphia Inquirer

An Independent Newspaper

ROBERT J. HALL
Publisher and Chairman

EUGENE L. ROBERTS JR.
Executive Editor and President

DAVID R. BOLDT
Editor of the Editorial Page

Thursday, July 12, 1968

Page 22-A

EDITORIALS

Police Corps on the march

An idea almost everyone likes may get a chance

The idea of creating a "Police Corps," whereby young Americans could get a college education by agreeing to serve as police officers after graduation, is a good idea whose time may finally have come.

Sen. Arlen Specter (R., Pa.), a long-time advocate of the plan, which has support from both liberals and conservatives, successfully added it to the omnibus crime package passed by the Senate yesterday, which is now before the House. It carries a relatively modest \$400 million first-year price tag for a concept that combines many positive goals into a single program.

It is, in effect, a domestic peace corps that encourages young men and women to support understaffed police forces in the nation's cities. It offers a free college education in exchange for public service to high school graduates, at a time when the armed services, which have also offered educational benefits to those who serve their country, are cutting back. The police corps promises to bring a broader understanding of crime-fighting to a wider community, and at the same time open a new source of capable candidates for police duty.

Under the program, the federal

government would underwrite four-year college loans as large as \$10,000 a year for 25,000 students. Graduates would attend federal police-training centers in their junior years and then undergo normal police training in preparation for a required four-year stint on an urban police force. They would receive normal police pay from individual cities (but not pension benefits). If they completed the four years of service successfully, their college loans would be forgiven.

A recent addition to the police corps bill would add about \$30 million to be used by current officers seeking an in-service college education.

No one has quarreled with the worthiness of the plan, put forward more than a decade ago by New York lawyer Adam Walinsky, a former aide to the late Sen. Robert F. Kennedy, but the proposal just got lost in the shuffle. Only a few weeks ago it was among more than 300 amendments that had been proposed for the anti-crime package. Sen. Specter was able to steer the police corps amendment through the legislative chaos. We hope someone will be able to do the same in the House.

An 'ROTC' for police

The Police Corps, a brainchild of Pennsylvania's U.S. Sen. Arlen Specter that has been in the works for eight years, will make its next legislative appearance Wednesday as an amendment to an anti-crime bill before the Senate. If Congress passes the crime bill, then the Police Corps, an ROTC-like program, would make a much-awaited nationwide debut.

The only hurdle the program must overcome is its expected cost — about \$430 million for 20,000 corps trainees. But the corps' potential as a law-enforcement improvement plan justifies the funding.

The Police Corps would provide the nation's cities with an educated, well-prepared pool of entry-level officers to staff their police departments, much as the ROTC program hones young adults for careers in the armed forces.

In exchange for a four-year commitment to the police force, the government would waive up to \$40,000 in educational loans for participants. The students would also undergo 16 months of training — a federal regimen more rigorous than the usual police-academy training — beginning in the summer of their junior year in college.

The corps would also help collegiate juniors and seniors to be able to pay for graduate study and would aid fully-sworn police officers

to return to school. If a trainee should drop out of the program before completing his or her four years of duty, that student then would pay off the loan.

During the four years of mandatory duty, corps officers would receive the same pay as their non-corps counterparts, but would not be offered the costly pension plan available for regular officers. Because states that would institute the program also would pay the corps officers' salaries, states actually would save money.

Committed corps officers will make law enforcement a career, adding both experience and skill to police forces. Other corps officers will pursue different careers, but will take their knowledge of police work into their communities, thus educating their neighbors on self-protection and the law.

The four-year turnover rate should also cut down on burnout, prevalent in such a high-stress job as police work.

By upgrading the standards by which police officers would obtain entry-level jobs, the program could only benefit the law enforcement field. Federal and state governments will have to spend money to get the Police Corps started, but they can be confident of a healthy return on their investment.

Paul Block, *publisher, 1927-1941*
Paul Block Jr., *co-publisher, 1942-1987*

Pittsburgh Post-Gazette

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TIME

THE WEEKLY NEWSMAGAZINE

March 5, 1990

From College To Cops

The Police Corps would trade tuition for four years on patrol

By MICHAEL KRAMER

More cops! Everyone wants them, and everyone believes they are too expensive. Or almost everyone.

An idea that has been kicking around for nearly a decade is at last heading for a vote in the Senate. Called the Police Corps, it could dramatically increase the number of men and women patrolling America's cities.

The Police Corps is the brainchild of Adam Walinsky, a former top aide to Robert Kennedy. Its congressional sponsors run the ideological gamut. In the House the chief proponents are liberal Democrat John Lewis of Atlanta, who views the legislation as "vital" for his fellow blacks, and conservative Republican Robert Dornan of Orange County, Calif., who insists that "there is nothing partisan here because we're talking about survival."

In a simple notion reminiscent of the Reserve Officers' Training Corps, the Police Corps would offer a swap: each year 25,000 competitively selected high school students would win federal financing for their college education (at an annual cost of approximately \$10,000 a student); in exchange, they would agree to serve four years as local police officers after graduation. Fully funded, the program would set the feds back about \$1.2 billion a year. Once sworn in, the four-year cops would be a bargain. The localities they serve would pay their salaries but in most cases could avoid paying their pension benefits and seniority raises down the line.

Over the long term, corps members would cost far less than career officers—perhaps a third less in union-strong cities like New York.

The Police Corps promises three other benefits. Many urban police departments have trouble attracting qualified black and Hispanic recruits. A Justice Department survey has concluded that many inner-city minority youths would be attracted to the corps's service-for-college trade. Second, the infusion of college graduates would improve the overall educational level of local police forces. Finally, over time a sizable number of civilians would gain a better appreciation of police

work because they would have been cops themselves.

The need for more police has never been greater, as one chilling statistic reveals: the ratio of police officers to reported felonies has reversed since the late 1940s. Then there were 3.3 cops for every violent crime reported in big cities. By 1988 there were about 3.2 reported serious crimes for each cop nationwide. In large cities the ratio is even worse—so bad, in fact, that many police departments lack the manpower to respond to all 911 calls. The Police Corps would put cops where they are most needed: on the street. Because rookies begin their careers on patrol, it is estimated that the number of beat pounders could increase by 40%.

Police-union opposition stymied Walinsky's idea for years, but most of that has faded away. Which leaves the Bush Administration. During his 1988 presidential campaign, candidate Bush was prepared to support the corps in a late-October speech. "But after the second debate," says a White House aide, "we were so far ahead of Dukakis that we shied away from proposing anything new."



Cadets in training in Washington

Where is President Bush now? Some Administration officials cry poverty. Others, like drug czar William Bennett, want scarce crime-fighting dollars targeted for increased prison space and more prosecutors. "Bennett's crazy," says California State Senator Ed Davis, a former Los Angeles police chief. "The truth is we can't begin to confront violent crime unless we have more police on patrol as a deterrent. The trick is to front-load the system, to be there before the crime takes place."

The Police Corps is an idea George Bush almost stole—and should have stolen—in '88. If he acts fast, he can still claim partial credit.

The Washington Post

William Raspberry

Smart Police

There are, in cities across the country, neighborhoods that have been all but killed by crime: where strong men walk uneasily, where women live in fear and where children grow up hard, uneducated and doomed.

What is to be done? On one side are conservatives urging tougher action against the criminal element: more arrests, longer sentences, more prisons. On the other are liberals insisting that rampant crime is in fact a symptom of such deeper-lying maladies as joblessness, hopelessness, inadequate education and societal abandonment.

And here is Adam Walinsky, a certified liberal (he was an aide to and disciple of Robert Kennedy), with a proposal that has legislators all over the political spectrum nodding in unaccustomed unison.

Walinsky, along with Jonathan Rubinstein, a former policeman, have been urging to passage a bill to establish a Police Corps modeled after the ROTC. College students would get their tuition paid in exchange for an agreement to serve four years on a police force near their home towns. The crime-ridden communities would get the extra police they need (without having to bear the soaring cost of retirement plans), the students would get an education in the fields of their choosing, and residents would once again be in control of their neighborhoods.

It is, Walinsky freely acknowledges, more stopgap than final solution. But he thinks it is a vital step.

"We have got to stop the bleeding," he told me last week. "We've got to get some control over the terrible violence that is ripping the guts out of the lower-class black community, and at the same time we've got to deal with all these white people who are frightened out of their shoes."

The tourniquet he has in mind is a significantly increased police force in areas ruled either by drug-dealing gangs or by chaos.

"The cops used to be there when you needed them," he said. "We don't have that any more. Today they operate from a station house or from squad cars—like Vietnam, doing sporadic battle but not really protecting the hamlets."

"But it isn't just more police. We need better police, much more representative of the community at large. We need smarter cops, and if you want smart people, you have to go to the

colleges. But today, the black kids who do manage to get to college are taking five, six and seven years to get out because they have financial difficulties."

The Police Corps bill, sponsored by an array of legislators ranging from Rep. Barney Frank (D-Mass.) to Rep. Robert Dornan (R-Calif.), is a thoughtful proposal that anticipates a host of objections.

Might not some smart alecks be tempted to get their free college training and then arrange to get themselves disqualified for police service? No problem. The tuition of up to \$10,000 a year would be in the form of a guaranteed loan to be repaid by police service. An enrollee who is physically unable to perform police work might be assigned to other kinds of duty; the one who conspires to avoid service would still be liable for repaying his loan.

Wouldn't this be a costly way of recruiting police officers? Not as costly as it might seem, given two facts: first, that local communities could quickly increase the size of their police forces but also quickly reduce them as the need diminished; second, that a four-year hitch would leave recruits free to pursue other careers without locking the police department into a lifetime of medical and retirement benefits.

But how many people would actually sign up for such dangerous work? A recent poll indicated that some 40 percent of college students would be likely recruits—45 percent for blacks, 35 percent for women.

Wouldn't major increases in the size of police forces result in increased arrests and the need for expensive new prison capacity? Perhaps at first, Walinsky believes. But in the longer term, he believes greater police visibility would prevent as much crime as it detected.

In other words, the police, on the street and mingling with the people, would once again become servants of the people and the means by which hard-pressed communities regain control of their neighborhoods.

The Police Corps would not address such problems as substandard schools, fatherless families or inner-city joblessness. But by preventing crime, busting up open-air drug markets and contributing to the internal discipline of neighborhoods, it would buy time for us to address these other more basic problems.

As Walinsky says, the first step is to "stop the bleeding."

Police Corps idea logical & centsible, too

Adam Walinsky, the bright lawyer who once aligned himself with Robert Kennedy, came up some while ago with a novel idea for recruiting crime fighters, and last year his idea for a Police Corps was introduced in Senate Bill 1299 under august sponsorship. This included Sens. Specter, Sasser, Bradley, Rudman, Lott, Heinz, Coats, Dodd, Lieberman, Reid, Bumpers, Boren and Heflin.

After a little parliamentary maneuvering, Sen. Joe Biden annexed the bill and added to it everything dear to his ideological heart except maybe a call for a National Biden Day, antagonizing some of the measure's original sponsors.

But now, repristinated under its original sponsorship, it is headed back for consideration and for a vote, and should receive the respectful attention of every American who feels himself less safe in the streets than, say, 40 years ago — which means every American this side of those who inhabit Carthusian monasteries.

There is no doubt that we suffer from a shortage of policemen and a corresponding increase in crime. To cite only the figures for New York City (which, by the way, is not, per capita, the most crime-ridden city in the nation): in 1951, 244 homicides; in 1988, 1,896. Rapes during the same period, up from 904 to 3,912; robberies, up from 7,004 to 86,578.

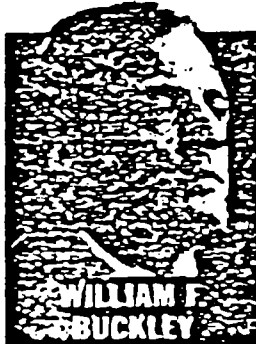
This translates to 3.2 police officers per felony committed, back in 1951, to 6.1 felonies committed per police officer today.

The principal reason given for the shortage of police is the difficulty in recruiting men (and women) of desired quality and educational background; and the considerable expense of a seasoned policeman, taking into account the responsibility for pensions, health care, etc.

It is the idea of a Police Corps bill to reach out to 100,000 college students and to treat them for all intents and purposes as we now treat ROTC students.

The deal, carefully crafted, would be as follows: If Johnny agrees to serve in the Police Corps, he can borrow up to \$10,000 per year while in college, during which he will study whatever he wishes to study, but will devote the entire summer after his junior year to special training in police work.

After he graduates, he is committed to spending four years in the Police Corps



At the end of those four years' service, his accumulated college debt is canceled.

If he should step out of the program before his four years' service, the government's guarantee of that debt is canceled and Johnny is faced with a \$40,000 bill, plus interest.

The cost of paying Johnny while he is in the Police Corps will accrue to the city that hires him.

But given that he will not be in senior status, or eligible for a pension, this comes to about 70% of the cost of a police officer recruited through normal channels, plus whatever advantage is to be got from deploying a college graduate.

The typical policeman in our cities earns \$40,000 per year. The pension cost alone in a city like New York is \$19,000 a year per person.

The cost to the government, by current standards, is a negligible \$1.4 billion per year for the entire program.

The single opposing body, during the time already given to considering the Police Corps, has been the National Association of Police Officers. But all other associations of policemen have endorsed the plan, as have public officials and public figures, including union leaders and businessmen, law school deans and the Federal Law Enforcement Officers Association.

President Bush's explicit endorsement of the idea was programed to be revealed immediately after his second debate with Gov. Michael Dukakis, and he was restrained from doing so only by the advice of his tactical lieutenants, who argued that he had done so well on that battleground he should not distract attention from the evanescence of Dukakis.

What we have here, really, is a self-contained division of the idea of national service.

It is unorthodox in that it asks for four years' service instead of the one year that one usually bears about; and the corresponding cost is a bit higher.

But the exception ought not to distract from the support the idea is entitled to.

To the extent a human being can't be safer than he now is, living and working and recreating in an American city, that person is being deprived of his rights under the first 10 amendments to the Constitution, and under the 14th Amendment.

Mr. Walinsky's bright and engaging idea for relief should be welcomed with enthusiasm.

The New York Times

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Support Your Local Police Corps

In Charleston, S.C., "flying squads" of muscular police officers confront and question drug users on the streets. In Tulsa, Okla., teams of officers work in a drug-infested housing project leading Boy Scout troops, serving as role models for youngsters and enrolling children in a police-run summer camp. In San Diego and Fort Lauderdale, Fla., police team up with firefighters and building inspectors to close down crack houses.

These are all forms of community policing, now spreading from New York and a few other places to cities across America. New legislation before the Senate to establish a Federal Police Corps would give the movement a welcome boost.

There is broad agreement that urban crime problems now demand more from police than traditional patrol and response to calls for help. While community policing and other strategies show promise, a police department's first duty is to respond to the continuing stream of emergency calls. Where staffing is thin and budgets are tight, there may be no way to detach officers for more imaginative, proactive patrolling.

A bill in the Senate, backed by a broad bipartisan coalition, would address the opportunity by

creating the Police Corps. This is no Big Brother notion. Washington would provide more than \$1 billion annually to give \$10,000-a-year scholarships to college students who serve for four years as city police officers after graduation.

Cities would have to pay these cops at the same rates as regulars, but still could save money. The Feds would provide basic training that cities now must pay for, and officers in only for four-year stints would incur reduced pension and other payroll costs.

Benefits of the idea go way beyond such savings. The college-educated cops would likely bring more motivation to community patrolling than civil service recruits. And the four-year cycle of officers through a department could ventilate an inbred squad-room subculture, even as it expanded public understanding of police work.

The proposal now is attached to Senator Joseph Biden's Democratic crime package, legislation that has already drawn fire from President Bush and Senate Republicans. But the Police Corps amendment itself faces no real opposition and ought not to get lost in the wrangling. Washington rarely gets so promising a way to help localities fight crime.

THURSDAY, APRIL 12, 1990

NEW YORK POST

Founded by Alexander Hamilton in 1801

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Toward a national police corps

Everybody knows that crime is growing in America. But does everybody know by how much?

Consider the following.

In 1951, there were 32 cops for every felony committed in the United States. This year, there will be 32 felonies committed for every cop.

This dramatic turnaround has police chiefs across the country crying out for more uniformed officers — the foot soldiers in the war on crime. Congress, aware of the crisis, will shortly consider legislation which could swell considerably the ranks of municipal police forces around the country.

Modeled on a plan long championed by New York attorney Adam Walinsky, the bill would create a national police corps — federally financed college scholarships would be awarded to young men and women who, in return, would serve four years as city cops after graduation and a period of training.

The advantages of such a plan are plain — cities would get quality, college-educated cops. The police corps cadets get college degrees at little or no cost to themselves, plus an opportunity for some challenging public service.

The plan also creates an opportunity to carry out a genuine affirmative-action program — blacks and Hispanics can be recruited for the corps and

readied for police service. The need for the insidious reverse-discrimination programs in force in many cities would almost certainly be reduced.

When fully implemented, the plan would boost the nation's police strength by 100,000 officers (20 percent), at a cost to the federal government of about \$14 billion annually — a small investment in view of the benefit.

Municipalities would have to pay each new cop's salary, of course. But they would be freed of pension and other costs, an annual savings of perhaps \$20,000 per officer.

Not surprisingly, the plan enjoys widespread, bipartisan support — it's pretty rare that Bob Dornan of California and Barney Frank of Massachusetts sign on to the same piece of legislation. Thus, it should pass the Senate when that body takes it up next month. Success there would pave the way for passage in the House.

A police corps, of course, is no panacea for the crime epidemic. But as a source of first-rate recruits for the nation's hard-pressed police departments, it's a plan that's hard to beat. Adam Walinsky, once an aide to the late Sen. Robert F. Kennedy, deserves a good deal of credit for devising the scheme and for tireless lobbying on its behalf. Now it's up to Congress.

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91 BURRELLES 81

Volunteerism aims at crime

By GENE TAYLOR
U.S. Congress, 9th District

WASHINGTON, D.C. -- We are a nation of volunteers. And not since World War II, or perhaps the founding of the Peace Corps, has any president or any Congress paid so much attention to volunteerism than President George Bush and the 101st Congress.

It was Bush who first likened America's varied volunteer organizations "to a brilliant diversity spread like stars, like a thousand points of light in a broad and peaceful sky." And it has been the Congress' intent to keep the heavens beaming.

Democrat and Republican legislators alike have signed bills to encourage volunteerism and public service by offering generous post-service education or housing benefits. President Bush himself offered a limited "national service" proposal.

But perhaps the most interesting of all of the legislation is the "Police Corps Act," introduced June 29, 1989, in Congress.

The Police Corps Act would establish an "Office of the Police Corps" within the U.S. Justice Department for the purpose of attracting more

From Congress



young men and women to serve their country in the field of law enforcement.

At a time of military cutbacks, the Police Corps would be a good alternative way for young people to serve their country and reap some educational and financial benefits.

In some instances, the program would repay the educational loans of State Police Corps program participants (up to \$40,000) and reimburse them for their federal law enforcement training and for four years of state or local police force service.

I don't need to remind you of what society stands to gain. After all, it's state and local lawmen who are forced to serve on the front lines of the anti-drug and anti-crime battles.

So where the Police Corps is one way to encourage young people to give something back to society, I believe it will also help those lawmen who are already dedicated to fighting rising crime rates and the horrible drug problem.

I think it is a good approach to helping solve this nation's problems. We are helping our young people and encouraging them to help society in return.

THE NEW YORK TIMES, FRIDAY, JULY 14, 1989

The New York Times

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To Fight Crime: A Police Corps

How do cities beset by drug violence and tight budgets field enough police to secure the streets? Too often, they can't. Sometimes drug gangs seize control of whole neighborhoods or housing projects. Even cities that can afford to hire find it hard to attract recruits capable of handling what has become one of the most demanding jobs in America.

That accounts for a swell of interest in Congress for a national police corps — federally financed college scholarships for young people willing to serve four years as city cops. Adam Walinsky, a New York lawyer, has been promoting the idea at the state level for several years but has found legislatures leery of the cost. With rising public anxiety about drugs and crime, Washington is suddenly receptive.

A bill introduced this week by Senators James Sasser, Tennessee Democrat, and Arlen Specter, Pennsylvania Republican, would invite states to set up police corps programs under Federal guidelines. Recruits would receive loans of up to \$10,000 per year to finish their college educations and agree to begin police training in the summer of their junior year. After four years of police service, the Federal Government would pay off the loan.

Localities would have to pay the police corps officers at the same rate as regulars and could not use them to replace those laid off in cutbacks. Yet

the police corps officers still constitute a bargain. Washington would pay for much of their training in new Federal training centers. They would not require pensions; filling a job slot with young people cycling through four-year terms saves huge amounts over the cost of career officers.

More important, the program would greatly expand the pool of quality recruits. Too many cities have learned how relaxing standards leads to discipline and morale problems.

Ultimately, the regular infusion of fresh talent could bring new spirit to the alienated squad room subculture that feeds cynicism and burnout, even protects the brutal or corrupt. And graduates of the program, returned to civilian life, would spread understanding of the police.

The idea enjoys broad support. The conservative Robert Dornan of California and the liberal Barney Frank of Massachusetts are pushing a version of the bill in the House. Police management groups are enthusiastic, and objections of police unions have faded with inclusion of language guaranteeing equivalent salaries.

Lawmakers have long responded to rising violence with calls for harsher punishment — ignoring that a relatively small percentage of the violent are ever apprehended and actually punished. Expanding and improving the police makes much more sense. The police corps offers an excellent way for Washington to help.



Los Angeles Times

A Times Mirror Newspaper

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Why Not a Police Corps?

Police departments in big cities are fighting a losing battle against a tide of drugs, violence and other crimes. Putting more cops on the streets is one way to cope. At the very least, the law-abiding citizens would feel safer. But it is precisely the big cities whose budgets are too tight to pay for bigger police forces. In the few cities where the dollars are available, large numbers of well-qualified police recruits are hard to find.

Legislation sponsored by Arlen Specter (R-Pa.) in the Senate and Robert K. Dornan (R-Garden Grove) in the House would create a national Police Corps, patterned after the military's Reserve Officer Training Corps, to encourage college graduates to serve on local police departments. Under the proposal, the federal government would provide college scholarships for men and women who agreed to serve as police officers for four years after graduation.

The Police Corps would recruit a maximum of 25,000 students a year. At full strength, 100,000 would participate at a federal cost of \$500 million. Each of the 50 states would get a share, but no formula has been worked out.

Participants, primarily high school seniors and college undergraduates, would be selected on a competitive basis. The students would take out government-insured loans of up to \$10,000 a year for tuition and other costs. Payment would be

deferred. After the students completed college, the federal government would repay their debt and local governments would pay their salaries.

During college, participants would complete two federal law-enforcement training programs, each lasting eight weeks. After college, they would complete their department's training requirements, for example a demanding session at the Police Academy. Functioning as sworn members of the department, they would earn entry-level pay, but they would not earn pension benefits and thus would cost a city less than other recruits.

The Police Corps, which is based on a concept developed by Adam Walinsky, a New York lawyer who was once Robert F. Kennedy's chief aide, enjoys strong bipartisan support in Congress. Although several national police labor groups and management organizations approve, some big-city officers argue that the program is elitist and will produce officers who have no commitment to public safety. There will be a trade-off—youthful enthusiasm for years of experience—but the local departments can put the energetic new recruits to good use for as long as they stay—and for at least four years.

Recruiting in big cities gets harder and harder. The Police Corps would encourage thousands to join and reward them for their public service. It is well worth a try.

The Philadelphia Inquirer

An Independent Newspaper

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Editor of the Editorial Page

Wednesday, July 18, 1989

Page 10-A

EDITORIALS

A police corps

The threat to our national security today is in our cities — and here's a possible answer

It is an idea that's been around for at least seven years, but it would seem that its time has come: Create a kind of corps of college-educated law-enforcement officers to supplement the undermanned police departments in the nation's cities.

Sen. Arlen Specter (R., Pa.) has introduced legislation for the second time in four years that would provide federal scholarship funds for people willing to spend four years patrolling the nation's cities. The difference this time is that he has help from a growing list of influential interest groups and members of Congress, conservatives as well as liberals.

The program seems especially timely since the nation's new "drug czar" has pledged to produce by September a plan for countering drug-related crime and violence that's sweeping many cities — a plan that will almost certainly require more police officers.

The police corps would work like this: Competitively selected volunteers would be offered up to \$40,000 in federal loans to complete a four-year college education. The loans would be forgiven if the students completed police training in the summers of their junior and senior years and then served as full-paid officers on an urban police force for four years. The police corps proposal would be a sort of hybridization of the Peace Corps and the military's Reserve Officer Training Corps (ROTC).

The program's initial cost would be just \$50 million, but, if the bill's sponsors get their way, the annual price tag would increase to \$1 billion in 1995, and result in an infusion of 100,000 young, college-educated police officers into the cities every year.

The police corps recruits would

be paid regular police salaries for four years, thereby blunting earlier complaints of police unions, but the police corpsmen would still be a bargain since they would not have to be paid pension and certain other benefits. The plan, when fully implemented, could increase national urban police strength by 20 percent, and because nearly all of the additional officers would be assigned to patrol duty they would increase police presence on the streets by an even greater amount.

No one by now should question the need for more police officers in nearly every major city. Adam Walinsky, a New York lawyer who was part of a panel that first suggested the corps idea in 1982, notes that in 1951 cities with a population of at least 50,000 had an average of three police officers for every violent felony. By 1987 this ratio had reversed, and there were three violent felonies for every police officer — and as many as nine violent crimes per officer in some high-crime cities.

Law enforcement experts also have bemoaned the increasing difficulty of attracting better educated police recruits. The director of testing for New York's Civil Service said that a "functional illiterate" could pass the test there. Philadelphia's police commissioner recently scored a breakthrough — by requiring that new recruits have high school diplomas.

The proposed police corps would not only upgrade the level of recruits policing the nation's cities, but it would encourage the kind of volunteerism and community spirit that President Bush is trying to inculcate in America's young. It's a good deal for cities, for police departments, and for Americans — one that should have been grabbed years ago.

The Boston Globe

Founded 1872

A home-front Police Corps

Crime and gang violence are steadily rising, but the strength of the police in America is on the decline.

Despite increased salaries and benefits, only one-ninth of the police power of 35 years ago is being devoted to violent crime. Law enforcement is not drawing the recruits it once did.

What can be done to attract recruits who are qualified and motivated to combat what has become known as a losing war on crime?

One idea that has been kicking around since 1982 and has finally seen the light of Congress is the Police Corps. A national, federally financed program, the Police Corps would add up to 25,000 officers a year across the country.

Modeled after government loan programs such as the Peace Corps and ROTC, the Police Corps would provide recruits - college students - with loans of up to \$10,000 a year in

return for promises to serve four years on a city or state police force after graduation. Recruits also would train during the summer after their junior year and after graduation.

Upon completion of the requirements, the federal government would repay the loans of the recruits. Once a recruit is employed by a police force, his salary would be paid by that force.

The program, which has received bipartisan support as well as backing from police organizations and unions, would be a sound investment. According to Rep. Robert Dornan (R-Calif.), a sponsor of the Police Corps bill, preventive maintenance is the key. "We all put off tuning our car, and then something blows. With violent crime, it is not just blowing a cylinder in a car: it's dead people lying in the street."

With more dead people expected in this losing battle against crime, the Police Corps is one step toward victory.

Star Tribune

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26A

Sunday/October 1/1989

The eggheads in blue

In the war on drugs, the policeman is a foot soldier. But many cities are increasingly unable to field enough troops. Cops don't come cheap. And police departments must compete for the best and brightest with other professions, many of them less dangerous and more prestigious. Enter a simple idea: Create a national police corps, modeled after the military's ROTC, which would pay for college in return for a few years of police duty. By getting more and better-educated cops on the streets quickly, the proposal meshes well with other crime-busting legislation now before Congress.

The police corps is the brainchild of New York lawyer Adam Walinsky, a longtime activist who worked with U.S. Attorney General Robert Kennedy. Walinsky proposes that the federal government pay off the college loans of young people who, upon graduation, work four years as police officers. The federal government would pay for the college and some police training; local governments would pay salaries during active duty, but would save on pensions and other costs. Fully implemented by the mid 1990s, the program would involve about 140,000 students in school and put 100,000 more cops on the beat, at an annual cost of some \$1.4 billion.

The proposal has bipartisan support in Congress, where it is a candidate for inclusion in the Senate

Judiciary Committee's omnibus crime package. It also has support from a wide variety of law-enforcement organizations and police departments, which welcome help with their recruitment problems. Opponents, including some law-enforcement officials from Minnesota, worry that the federal training would duplicate or preempt state programs, or that the college cops would take jobs and promotions away from regular officers. But states could add to the federal training if they chose. And the bill's authors have made concessions to ensure that the college recruits would supplement, not supplant, regular officers.

People from crime scholars to city council candidates say that more cops are needed to patrol the streets of crime-prone neighborhoods, and that more of them must be women and minorities to improve police relations with inner-city communities. But recruiting minorities has proven especially difficult. The police corps could quickly expand the size, caliber and demographic mix of the police recruit pool, build a working bridge between police and the citizens they protect and provide a way for young people to perform civic duty in return for educational benefits.

While it isn't a grand solution to the drug wars, the corps would help shore up the good guys on the front lines.

OPINION

The Clarion-Ledger

THOMAS J. SHAFER
President and Publisher

JOHN D. JOHNSON
Executive Editor

BENNIE L. IVORY, Managing Editor

DAVID G. HAMPTON, Editorial Director

A GANNETT NEWSPAPER

EDITORIALS

Lott

Behind a bill to help recruit police

U.S. Sen. Trent Lott deserves credit for helping to sponsor a novel approach toward recruiting police candidates. He is one of a handful of senators promoting sponsoring the creation of a Police Corps.

According to columnist William F. Buckley, if approved by Congress, the corps would reach out to 100,000 college students and treat them like we now treat ROTC students.

If a candidate agrees to serve in the corps, he can borrow up to \$10,000 per year while in college, during which he will study whatever he wants, but will devote the entire summer after his junior year to special training in police work.

After he graduates, he must spend four years in the Police Corps. At the end of those four years' service, his accumulated college debt is canceled. If he reneges, the government's guarantee is void and he's faced with a \$40,000 bill, plus interest.

The idea is sound. If it works in the military, why not on the streets? If America is going to successfully wage war against crime, it must recruit the best candidates available. And this could open the way for more minority and disadvantaged Americans to fund a college education.

Certainly, some of these recruits are going to decide police work is what they are after. Armed with a college degree and street experience, they are virtually destined for advancement. And the public is better served in the short term, as well. It's a good idea.

THE WHITE HOUSE
WASHINGTON

JOSE
PMI
only

September 3, 1993

Bruce -
Fuji only

Al Angele
Executive Director
CA Organization of Police & Sheriffs
175 E. Olive Avenue, Suite 400
Burbank, CA 91502

Dear Al:

Thanks for your letter and for forwarding your proposal for training and providing mentors for youth in the law enforcement profession. I see that, since the ill-fated governor's race, you haven't been twiddling your thumbs either.

I have forwarded your proposal to our domestic policy staff which is working on model initiatives to improve the economic vitality of distressed urban areas. Further, I have assigned Dawn Alexander of my staff to keep you up to date as the package is reviewed by the staff. Please feel free to give her a call on 202/456-2100 if you have any comments or questions.

Al, thanks a lot for writing! It was good to hear from you again and keep up the good work!

Sincerely,

Dee Dee Myers
Press Secretary

California Organization of Police and Sheriffs



175 E. Olive Ave., Suite 400
Burbank, CA 91502
(818) 841-2222
(800) 352-7516
FAX (818) 841-1201

August 13, 1993

Dee Dee Myers
Press Secretary to the President
The White House
1600 Pennsylvania Avenue, NW
Washington, DC 20500

Dear Ms. Myers:

I would first like to take this opportunity to congratulate you on your most important position with the Clinton administration. It seems like only yesterday that we left the Fairmont Hotel in San Francisco after suffering the loss in the governors race. I recall that campaign with a sense of pride from the speeches in San Diego to the train ride from Bakersfield to Sacramento. It seems ironic just how much of an impact a mere couple of years could have on one's life.

I have taken the liberty of enclosing a copy of a proposal which may be of interest to the President as it goes hand and hand with a number of his ideas. We would very much like to sit down and discuss this proposal with a member of the Administration as we believe the proposal to be extremely beneficial and innovative.

It would be a pleasure to hear from you, especially the next time you're in California.

Again, congratulations!

Sincerely,

Al Angele, Executive Director
California Organization of Police and Sheriffs

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- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

BIOGRAPHICAL INFORMATION

Name: Alfred Robert Angele

Home Address: [REDACTED] (b)(6) (not for publication) [002]
91504
(Burbank mailing address only. Residence located in Sun Valley)

Home Telephone: [REDACTED] (b)(6) (not for publication)

Business Address: 175 E. Olive Avenue
Suite 400
Burbank, California 91502

Business Telephone: (818) 841-2222

Date of Birth: [REDACTED] (b)(6)

Place of Birth: [REDACTED] (b)(6)

Marital Status: Married
Barbara Ann Chavez
[REDACTED] (b)(6)

Children: Cynthia Lynn [REDACTED] (b)(6)
Lynda Renee - [REDACTED] (b)(6)

Grandchildren: Sabrina Renee - [REDACTED] (b)(6)

Military: United States Naval Reserve
February 1958 to October 1958

United States Marine Corps
October 1958 to October 1962

Education: Graduate - Riverside City College (police basic training - 1963)

Graduate - Los Angeles Valley College
(AA Degree - 1968)

Advanced Certificate - State of California, Department of Justice - Commission on Peace Officer Standards and Training - 1972

California Community College Lifetime Teaching Credential - Earned in 1976

Politics: Conservative Democrat

Religion: Roman Catholic

Hobbies: Computers, restoring classic vehicles, home remodeling, music, motorcycle riding.

Employment:

Burbank Police Department
August 1963 to July 1978
Patrolman 1963 to 1970
Detective 1970 to 1974
Sergeant 1974 to 1978
Department self defense instructor.
Firearms distinguished expert.
Retired July 1, 1978

California Organization of Police & Sheriffs
General Manager - August 1978 to March 1990
Executive Director - March 1990 to present

International Union of Police Associations,
AFL-CIO
International Secretary-Treasurer
July 1985 to August 1990
Retired August 11, 1990

California Police and Sheriffs' Foundation
Secretary-Treasurer
May 1990 to present

Retired & Disabled Police of America
Chief Financial Officer
Legislative Director
August 1990 to Present

**Writings and
Publications:**

Editor - The Shield
1976 to 1981

Exec. Editor - The California Law Enforcer
1978 to present

Assoc. Editor - The Law Officer
1985 to 1990

Assoc. Editor The American Police Bulletin
1990 to present

Contributed articles to numerous law
enforcement publications.

Guest editorialist for USA Today.

Appointments:

Appointed by Governor, State of California,
to two consecutive terms to the Commission
on Peace Officer Standards and Training.
Served during years 1970, 1971, 1972, 1973,
1974 and 1975.

Special
Assignments:

Traveled to West Germany in 1987 as a member of an exchange program between the International Union of Police Associations, AFL-CIO, and Germany's police union, the *Gewerkschaft der Polizei*. Purpose of the trip was to tour police training facilities and meet with German police unionists.

At the invitation of the Nicaraguan Confederation of Trade Union Unity, an affiliate of the International Confederation of Free Trade Unions, traveled to Nicaragua as part of an AFL-CIO observer team to monitor the February 25, 1990 Presidential election.

Member of the Los Angeles Host Committee for the Nationwide Tour of the Bill of Rights, representing Southern California Law Enforcement, 1991.

Traveled to Washington, DC as a member of the law enforcement news media to film the ceremonies and dedication of the National Law Enforcement Officers Memorial located at Judiciary Square, October, 1991. Both video and still photographs were used on public access TV stations.

Designed software program for California Organization of Police and Sheriffs, International Union of Police Associations, and Retired & Disabled Police of America for use in membership, financial, legislative, and merge database operations, 1982 to present.

Attended the Inauguration of President Bill Clinton, January 20, 1993, Washington, DC.

Labor Background: President, Burbank Police Officers Association - 1976, 1977, 1978, 1979, 1980.

Secretary, California Organization of Police and Sheriffs - 1977, 1978.

General Manager, California Organization of Police and Sheriffs - 1978 to 1990.

Executive Director, California Organization of Police and Sheriffs - 1990 to present.

Regional Director, International Union of Police Associations, AFL-CIO - 1982, 1983, 1984, 1985.

International Secretary-Treasurer, International Union of Police Associations, AFL-CIO - 1985, 1986, 1987, 1988, 1989, 1990.

Secretary-Treasurer, Institute for Police Research - 1985, 1986, 1987, 1988, 1989, 1990.

International Secretary-Treasurer Emeritus, International Union of Police Associations, AFL-CIO - 1990 to 1992.

Chief Executive Officer, California State Council, IUPA, AFL-CIO - 1991, 1992.

Awards:

Burbank Police Officers Association
Board Member of the Year - 1972

Burbank Jaycees - First recipient of their Police Officer of the Month award
September 1977

The Maggiora Family
Mike Maggiora Memorial Humanitarian Award
1978

International Union of Police Associations
Law Enforcement Editor of the Year - 1987

Commendations,
Proclamations,
and letters of
Appreciation,

United States Presidents
Burbank Police Department
California Highway Patrol
Los Angeles County District Attorney
Mayor, City of Los Angeles
United States Congress
California State Assembly
California State Senate
Burbank Bar Association
Mayor's Drug and Alcohol Abuse Commission,
City of Burbank
Houston Police Patrolmen's Union
California Department of Corrections
Governor, State of California
Governor, State of Alabama
United States Department of the Treasury
Women Peace Officers Association of
California
California Commission on Peace Officer
Standards and Training
Los Angeles Police Department
International Union of Police Associations
Burbank Police Officers Association
Long Beach Police Officers Association
California Organization of Police & Sheriffs
San Luis Obispo County Deputy Sheriffs Assn.
ELKS

Memberships:
(past and present)

Police Advisory Council for Car Clubs
California Narcotics Officers Association
California Narcotics Information Network
International Association of Machinists
Los Angeles PTA
3rd Marine Division Association
American Legion
Retired Public Employees' Association of
California
Burbank Police Officers Association
California Organization of Police & Sheriffs
International Union of Police Associations,
AFL-CIO
Retired & Disabled Police of America
International Platform Association
Greater Los Angeles Zoo Association
Law Enforcement Alliance of America

Listings:

Congressional Record (Proceedings and
Debates of the 101st Congress, Second
Session, Washington, DC, Friday, August
3, 1990, Vol. 136 - No. 104.

Who's Who in California, 18th edition

Who's Who in California, 19th edition

Who's Who in California, 20th edition

Who's Who in the West, 22nd edition

Personalities of America, 5th edition

Who's Who in the World, 10th edition

The International Directory of
Distinguished Leadership, 3rd edition

Community Leaders of America, 14th edition

International Leaders in Achievement,
2nd edition

5000 Personalities of the World, 3rd edition

Men of Achievement, 15th edition

Alfred R. Angele

August 13, 1993

PROJECT LEAP

A LAW ENFORCEMENT APPRENTICESHIP PROGRAM FOR MINORITIES

LOS ANGELES, CALIFORNIA

California Police and Sheriffs' Foundation

175 E. Olive Avenue, Suite 400
Burbank, CA 91502
(818) 841-2222

July 4, 1993

I

SUMMARY

The California Police and Sheriffs' Foundation is interested in developing and implementing a comprehensive training institute to recruit and prepare candidates from minority communities for law enforcement careers in Los Angeles. Referred to as "Project LEAP: A Law Enforcement Apprenticeship Program for Minorities," the institute will operate its own campus, develop its own curriculum and offer instructional programs and services for a pre-determined number of youth.

The Foundation has received support for the concept from the California law enforcement community and the minority communities in Los Angeles. The institute is seen as a viable alternative for creating and improving career opportunities, positive role models, and good relations for youth who may otherwise pursue gang-related or criminal activities.

The Foundation is seeking a grant for \$ 750,000 to conduct planning and to develop a demonstration project to prove the concept, to design an organizational structure and to develop the training curriculum for the program.

II

TECHNICAL PROPOSAL

CONCEPT:

The California Police and Sheriffs' Foundation is interested in implementing a training institute as part of its professional development and community relations program. The institute is designed to integrate police work and the minority community on an interactive program, to make career opportunities in law enforcement and community relations accessible, simple and efficient. Based on a creative application of traditional apprenticeship programs and competency-based learning models, the institute will set a new standard in the field of developing and training skill competencies for candidates interested in law enforcement careers.

The learning and recruiting strategies will combine the benefits of a community-based program with the power of instructional programs

and services to create a training experience that not only teaches skills, but inspires the learner to continue to explore their full potential and ways that he/she can contribute positively to the community.

Referred to as "Project LEAP: A Law Enforcement Apprenticeship Program for Minorities," the institute will provide a comprehensive training program in Los Angeles for selected minority candidates interested in law enforcement careers. The training institute will offer programs in technical skills training, community services, financial aid, placement, work experience and physical fitness. The concept is supported by the California law enforcement community and the minority communities in Los Angeles. The institute is seen as a joint effort of law enforcement agencies and the community to provide youth with alternative career paths, positive role models, internships and greater civic appreciation. In turn, police agencies gain greater cultural awareness and sensitivity for the groups they serve.

OBJECTIVES:

The objectives of Project LEAP are:

- To conduct an outreach program in the minority communities and recruit youth to be a part of a Law Enforcement Apprenticeship Program.
- To prepare project participants for careers in law and order.
- To provide a comprehensive program of training services, including but not limited to recruitment, assessment, counseling, financial aid, community service, placement, internships, work experience, physical fitness and transfer to more advanced studies.
- To promote a quality program of race relations and cultural understanding between the law enforcement and minority communities.

- To divert youth from gang and criminal activities to career-oriented programs with a future.
- To develop a greater appreciation for the law enforcement profession.
- To coordinate and complement activities and services with existing programs such as DARE, DPSS et.al.
- To provide a program of mentoring and positive role modeling.
- To design an instructional program which is user-friendly and adapted to the needs and learning styles of the learner.
- To include a core curriculum on career-related basic skills and a more technical training in topics of broad cultural interest.
- To offer a competency-based learning model that sets a new industry standard for how to efficiently develop technical skills competency.
- To offer a training program which is cost-effective to deliver and is able to accommodate the high demand for trained candidates who are sensitive to diverse cultures and who are bilingual.

TARGET AUDIENCE:

Project LEAP may attract a broad target audience who will have a wide range of pre-course competency and learning needs. The training program will accommodate the audience by being very practical and learner-centered. This means carefully designing assessment, placement, orientation and curriculum programs. Basic concepts will be presented succinctly and efficiently; and the learner will be allowed to progress at his/her own pace.

The project is planning to recruit and register participants ranging in ages from 13 to 18, male and female. It is anticipated that a significant number of the recruits will be African-Americans, and Hispanics, with Spanish speaking skills.

As part of the development grant being requested it is anticipated that the project will plan to recruit, orient and register a total of 75 participants for the first year of operation.

PROGRAMS AND SERVICES:

Project LEAP will take the form of an apprenticeship training institute and will recruit young men and women ranging in age from 13 to 18 years of age. The prospective participants will come from minority communities.

Among the programs and services to be offered are:

Instructional Programs:

- Team Building Skills
- Careers in Law Enforcement
- Administration of Justice
- Rhetoric
- Analytical Thinking
- Foreign Languages
- Cultural Awareness
- Conflict Resolution
- Mathematics
- Internship
- Work Experience
- Mentor Program

Services:

- Assessment
- Counseling
- Financial Aid
- Job Placement
- Athletics and Intramural Activities
- Community Services
- Speakers Bureau
- Referral Services

LEARNING DESIGN:

Most learning environments are overwhelming to the novice, particularly those of a different cultural background or accustomed to a different educational model. The authors of books, manuals and other motivational materials, as well as some instructors, do not take instructional responsibility for structuring information in order to simplify and maximize the learning process. The Project LEAP curriculum will be unique because it will produce results for the learner. Each learning experience will result in, not only an intellectual understanding, but tangible, practical proof that the learner has been successful in acquiring a skill to make a productive contribution to his/her work. The learning design for Project LEAP will be based on how people learn on the job. The learner will be paired with a mentor either through an internship, work experience, or a role model arrangement. The benefit of taking this approach is that the learners' will:

- Feel more comfortable with the learning process.
- Be more inclined to continue the learning process on the job.
- Be more motivated to learn because they experience practical benefits of mastery.
- Maintain absolute participation in the process.

CREATIVE TREATMENT:

Learning how to use a new skill can be a threatening and frustrating experience, especially to the "disadvantaged" learner. Actually, the so-called "disadvantaged" minority is already a competent individual. Learning to apply a new concept requires not only the acquisition of new knowledge and strategies, but developing an open mind to experience the potential of the new-found skill. The interactive and supportive mode of instruction proposed here makes the learning experience fun and builds confidence. The creative design and integration of classroom instruction, mentoring and content encourages study and experimentation. It also inspires the learner to try out new ideas and think of new ways to use skills to become more productive and contributing. In summary, the creative treatment, while rigorous and demanding, is made simple, very practical and gives the learner immediate success.

BUSINESS ADVANTAGES OF THE PROJECT:

The Project LEAP program and services are cost-effective to deliver, and support the Los Angeles Region demographic needs and challenges:

- By investing time and resources to recruit and develop potential career law enforcement officers from minority communities
- By developing a pool of qualified individuals from which area departments can recruit.
- By implementing unique and effective training products to remain current with rapidly changing human resources development and training technologies.

ORGANIZATIONAL DESIGN:

The organizational structure for this project still needs to evolve. Tentatively, what is envisioned is the creation of a governing board, perhaps the Foundation Board can be delegated this responsibility, to develop policy and begin the planning of the program.

The grant being sought will facilitate the process and will study several models of administration. Conceptually, the organizational development process can be illustrated by the following diagram. Each phase is listed and several tasks are highlighted under each phase. The base represents the critical role of the functions of governance administration.

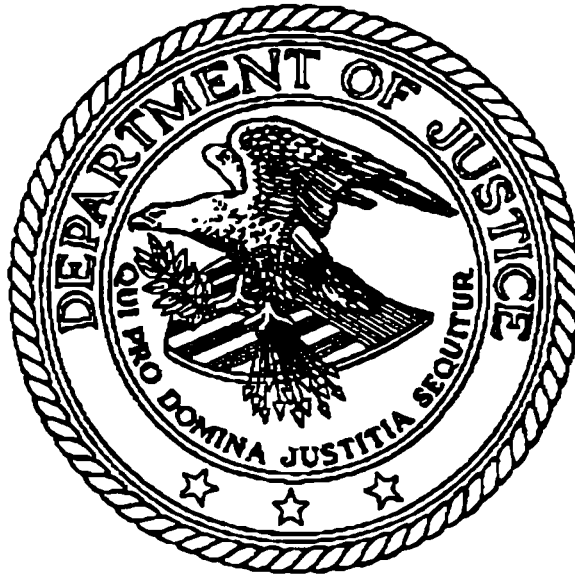
III

COST PROPOSAL

The California Police and Sheriffs' Foundation sees a need and an opportunity in the Los Angeles area to work with the minority communities to orient their youth towards law enforcement careers. The Foundation is respectfully requesting a development grant in the amount of \$750,000.

The grant will be used to deliver the following products:

- Program Planning Guidelines
- Organizational Plan
- Curriculum Plan
- Articulation of Program and Services
- Instructional Design and Methodology
- Recruitment of the First Year Class



Office of Policy Development
United States Department of Justice
10th and Constitution Ave. NW
Washington, D. C. 20530

TO: RANA SAMPSON 456-2164

FAX: 456
7739

FROM: MERCEZ/REID

VOICE: 514-4137

FAX: 514-8639

Total Pages (excluding this cover): 4

Additional Message:

HOPE THIS IS HELPFUL. LOOK FORWARD TO WORKING WITH
YOU ON THESE ISSUES.



U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Washington, D.C. 20530

April 9, 1993

MEMORANDUM

TO: Rana Sampson

FROM: Bill Mercer
Erik Reid

SUBJECT: Police Corps

This memorandum sets forth some of the ideas we discussed yesterday, but it should not be viewed as the Department's formal position on the Police Corps program. Indeed the views expressed herein are only those of the authors.

If the Administration decides to proceed with the Police Corps initiative, the Department must develop both a coalition-building strategy and a rebuttal to potential criticisms. This memorandum outlines potential problems which should be addressed during the consideration of the Police Corps program.

As part of the "100,000 Cops on the Beat" strategy, Police Corps has three goals: to induce citizens into law enforcement careers; to increase the overall education level of police forces; and to provide additional police officers for local communities. Although these are noble goals, critics assert that the Corps will fail to achieve them.

CONCERNS and OBSERVATIONS

- (1) Production Uncertainty: What Will Come Out at the End of the Pipeline?
- Will college-age individuals apply to the program? Do individuals interested in law enforcement careers generally

attend or graduate from college?¹

- If one receives a police corps scholarship and graduates from college, will she pursue a law enforcement career? If not, will the Department be responsible for debt collection?
- If one uses the scholarship and makes a good faith effort to serve, but is unable to secure a law enforcement job, will the Department be responsible for debt collection?
- What incentives exist for local police departments to hire an individual who may resign as soon as the service commitment is completed?
- Local governments may support the hiring police officers who are not eligible for pensions and other benefit programs, but won't this impair a police department's ability to retain the Corps member?
- Unions see the Police Corps program as a major threat. How should their concerns be addressed?
- Should the Federal government dictate where Police Corps graduates are placed? Do we care if Corps graduates serve in rural New York instead of New York City, or any community with a serious crime problem?
- Must Police Corps graduates be deployed as part of a community policing team? Should any other limitations be placed on their deployment?

(2) What Market Exists For Police Corps Graduates?

- We have a record number of policeman already. In 1980, there were 2.1 police officers per resident and that number increased to 2.2 in 1991.
- Local governments are strapped financially and there is no assurance that positions or resources would exist for police corps graduates.

(3) Selection of Police Corps Scholarship Winners

- Who will be responsible for the selection of scholarship recipients?
- Given the finite number of scholarships available, what type

¹As of 1988, between one-quarter and one-third of white, African-American, and Hispanic sworn officers had no higher education. Other than female officers, no other subgroup had as much as an average of two years of higher education. [See Attachment 1].

of selection criteria should be employed?

- (4) No Organized Constituency Exists to Champion Police Corps
 - Groups with an interest in policing initiatives (e.g., law enforcement associations, local governments, etc.) are either opposed or disinterested in the concept.

RECOMMENDATIONS

Although we have done little formal research, the following recommendations are worthy of consideration and may be part of our on-going Police Corps analysis:

- (1) Convince police organizations to support the program by earmarking a portion of the scholarship money for active duty police officers.
- (2) Require OJP law enforcement grantees to employ Police Corps graduates.
- (3) Have the federal government employ Corps graduates who will subsequently be cross-designated to local governments with community policing operations.
- (4) Consider whether Police Corps might involve loan forgiveness instead of scholarships.
- (5) Initiate pilot/demonstration projects in different cities and with a diverse group of sponsors/grantees to test Police Corps' feasibility.

The Myth of the Police Corps

In the face of a violent crime problem that has literally destroyed some communities and robbed us of our most basic freedom—the freedom to live without fear of being raped, robbed or murdered—some are proposing simple panaceas as solutions. Unfortunately, one such “remedy” that is more myth than reality is the much-ballyhooed “Police Corps,” which falsely claims to put 100,000 more cops on the street.

Simply stated, the program would spend hundreds of millions of dollars in federal funds and would not provide financial support for a single new police officer. The IACP has adopted several resolutions critical of the Police Corps, suggesting instead a workable alternative that encourages higher education for law enforcement officers without the costly and misguided implications of the current proposal.

The “Police Corps & Law Enforcement Training & Education Act” will only increase agency strength levels if local governments find extra funds for new positions above existing budget levels. As currently structured, the Police Corps proposal would provide almost one billion dollars of taxpayers’ funds to pay for participants’ college educations but does not give local agencies one dime to train or employ these participants after they graduate. Unfortunately, local agencies do not have adequate funds to pay the salaries and benefits for the new positions.

The current proposal also places restrictions on the deployment of new Police Corps recruits that would significantly hamper long-range planning for state and local agencies. Because the police service commitment in exchange for a college education is for only four years, a high turnover rate can be expected. Many will view their service as a simple payback and not as a career opportunity. Training costs spent on these individuals will therefore be of limited benefit.

Additionally, the program requires that these recruits be assigned near their residence or location of choice and that they be assigned only to community or preven-

tive patrol assignments. Obviously, this runs counter to deploying strategies designed to place agency resources and personnel where they are needed most. Deployment decisions should be made by local police executives based on the need for protection, not the wishes of a cadet or the mandates of federal legislation.

Further, the Police Corps will require significant expenditure of funds at the state and local levels, as well as a new federal bureaucracy, to create the administrative machinery necessary to handle the requirements of program participation. The cost of screening candidates for police academies will dramatically increase as candidates are tested prior to the educational phase, the two eight-week training sessions and actual employment, rather than just once prior to employment.

The Police Corps proposal also allocates money for the creation of a new federal academy to train recruits, a repetitive and wasteful use of federal resources. The funds would be much better applied if given directly to the states to supplement and improve their existing training.

State and local law enforcement agencies

are offered no real incentive to participate in the program. Indeed, participating agencies not only face training costs of as much as \$40,000 per officer but also must confront the likelihood of the participants leaving the agency after their four-year commitment. These resignations will mean that the investment in their training is not recouped, and the agency must then reinstitute the costly training process.

The IACP recognizes the need for a dramatic national strategy to improve the quality and increase the numbers of our police officers. As an alternative to the flawed Police Corps concept, we propose that whatever federal funds are available be given directly to the states, where they would be used exclusively to fund transition training costs for those in the military interested in law enforcement careers.

Because of recent international developments, the military services intend to reduce their ranks by over 300,000 members. The reductions are targeted at members with six to 19 years of service who already possess qualities and experience easily transferable to the law enforcement profession, such as self-reliance, responsibility, teamwork and exposure to stressful environments.

Another salutary benefit of this alternative to the Police Corps can be found in the potential for increasing minority involvement in policing. Minority populations are represented in large numbers in the military and are greatly needed in the police culture. If the federal government paid for their training at state academies, it would be preparing them for a lifetime career in law enforcement. In addition, the federal government would be assisting local communities by allowing them to use funds previously earmarked for training as salaries and benefits for additional officers.

The association’s concerns about the Police Corps and our suggested military alternative—which is readily available to us today—have been communicated to members of the Clinton transition team and to members of the new 103rd Congress. ★



Steven R. Harris

Legislative Alert

The Police Corps Bill: Law Enforcement Concerns

By Superintendent Thomas Constantine, New York State Police, Albany

Editor's note: One of the elements of the recent Senate & House crime packages was the Police Corps Bill. Introduced by Senator Arlen Specter (R-Pa.), the bill would create a program for police similar to ROTC. Young adults would be offered the opportunity to obtain a four-year college degree at government expense in exchange for a four-year service commitment with a law enforcement agency upon graduation.

The IACP has gone on record as supporting the concept of federal financial assistance for education and training for state and local law enforcement; however, the association has opposed the various forms of the legislation that have been introduced over the years. The following is excerpted from a position paper on the current legislation presented to the IACP Executive Committee by Superintendent Constantine. The Executive Committee subsequently voted to continue its opposition to this particular piece of legislation.

Operational Issues

Unrealistic expectations. The legislation alludes to the fact that police agency strength levels will increase by 100,000 police officers over five years as a result of the proposal. This might be true if police budgets are at or near authorized strength and police agencies are able to fund new positions. However, the reality of policing is that manpower figures are determined at the local level based on a combination of what strength level is needed and what the locality can afford. At present, most police agencies in the country are already significantly below the strength needed to accomplish their mission. Given this limitation, it is unlikely that the program will increase the patrol force.

Moreover, the ever-increasing need to shift more personnel into the narcotics field is diverting manpower from preventive patrol. Thus, Police Corps participants will be, in most cases, used to fill existing vacancies. It is difficult to see how the Police Corps officers will be able to focus solely on community or preventive patrol when the existing patrol force is so limited.

Long-range planning difficulties. The legisla-

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Deployment concerns. The bill provides that participants be placed in community or preventive patrol assignments. The federal government is mandating deployment strategy to state and local police executives without a real understanding of their local concerns. Agency heads require deployment flexibility to deal with immediate policing concerns. They should not be restricted in their use of available manpower for a four-year time frame. The mission of many police agencies requires officers to function in a multitude of roles. For example, the war against narcotics trafficking will require that we use some of our younger officers in undercover capacities. The Police Corps plan would apparently preclude assignment in any area other than those set out by law.

Deployment will also be restricted by the requirement that the participant be placed near his residence or a location of his choosing. Police executives are best able to make deployment decisions based on the public's need for police protection, not on the wishes of a police cadet. Experienced police administrators know that it takes several years for a police officer to become effective on the street. To immediately place a large number of inexperienced officers in one area of their choice would not be in the public's best interest.

Financial Issues

State and local costs. The program will require a significant expenditure of funds at the state and local level to create the administrative machinery to handle the

myriad requirements of the program. The legislation does not include agency reimbursement for costs incurred in conjunction with processing candidates through written, medical, physical performance, polygraph and psychological tests as well as background investigations and drug testing. It is important to note that these costs will be recurring with every candidate, as each must successfully pass all screening processes prior to being accepted into the educational phase. It is also probable that the screening process would have to be done in a limited fashion prior to each eight-week training session and on a full scale again prior to actual employment. These front-end costs will be very expensive for those departments that become involved in the Police Corps plan. These costs, although difficult, can be absorbed when it is a 20- or 30-year investment. However, if there are many four-year careers, the costs can be prohibitive.

Insufficient funding for educational costs.

Central to the proposal is the anticipated addition of 20,000 police officers annually over a five-year period to the nation's police agencies. The authorized appropriation is \$100 million in fiscal years 1992 and 1993, and \$200 million in fiscal years 1994, 1995 and 1996. The maximum scholarship assistance per year is \$87,500. If 20,000 candidates were to receive the maximum assistance in the first year, the costs would exceed the first-year allocation by \$50 million. It is not clear whether these costs will be assumed by the federal government or passed on to the states. In addition, in years four and five of the program, there exists a potential of 80,000 students, yet only \$200 million in funding. This would result in only \$2,500 being available to each student when \$7,500 is the advertised figure. It appears that in an attempt to expedite the implementation of the concept, significant and important administrative protocols have not been considered.

Costs associated with attrition. The real possibility of losing Police Corps members after the four years of obligatory service must be considered. A significant economic investment is required for additional training for program participants after graduating from college. These costs can run as high as \$40,000 per recruit. Police agencies

would not reap the benefit of this training investment if participants were to leave the agency after expiration of their commitment. In fact, most police administrators advise that young officers are only just reaching their productive capabilities at the four-year mark. Their resignation from the department at this point will have a negative affect on the agency, which will be forced to return to the costly Police Corps selection process.

Candidate tenure. At present, police departments select in the best interests of the agency. Candidates who do not meet the approved local standards are not hired. Those who fail to meet standards during the probationary period are released. The Police Corps program does not appear to allow the agency to reject or remove candidates without what is described as "good cause." The decisions to hire and retain are best made at the local level, not dictated by the federal government.

It does not appear that the proposal considers the potential for the loss of candidates during the educational process leading up to police service. It can be anticipated that a certain level of attrition will occur after participants are exposed to summer police training. Students may also experience academic difficulties in their college studies and be unable to complete the program. In addition, there is a clause in the bill that will allow participants to fulfill their obligation through community service upon showing "good cause." This may be an appealing way to avoid the commitment to police work. There is no provision in the legislation for repayment of agency costs associated with the selection and training of the participants who default or leave the program voluntarily.

Conclusions

No one can argue against the value of putting national resources into a program that would strengthen and increase police staffing levels at the state and local level. However, the proposal to create a Police Corps, though strong in purpose and ultimate objective, is significantly flawed in design—carrying with it so many negative or unanswered points that its implementation is not in the best interests of the community or law enforcement.

As presently written, the legislation simply does not provide sufficient funding to implement the proposed educational plan. The design will impose enormous additional financial burdens on states and localities that attempt to implement the program. State and local

governments already face severe fiscal restriction; to require that they hire additional personnel without providing additional funding can only doom this well-intentioned program to failure.

Moreover, the bill fails to address the manpower realities of policing in today's fiscal climate. Most agencies are experiencing a decline in authorized strength levels. State and municipal governments need federal assistance to rebuild their departments to prior strength levels. If funding is available, the federal government should allow the states to set higher standards in an effort to upgrade the educational levels for entry. Agencies can then utilize the existing candidate pools, which include large numbers of college-educated candidates. The federal monies could be used to fund these positions.

Had Congress held hearings on the measure, it might have been able to shore up some of the bill's weaknesses through the careful review of dedicated experts. It might also have been able to consider alternative measures or programs to bring qualified individuals quickly into the policing ranks.

Most police agencies have thousands of educated applicants among their candidate pool—many of whom have run up a large debt in federal student loans. A more immediate and cost-effective approach might be to forgive these loans for a commitment to police service.

Another alternative that has recently come to light with the move to downsize military forces in the United States might be to provide soldiers leaving the armed forces with transition training designed to prepare them for careers as civilian law enforcement officers. Programs could be established to recruit the best-qualified men and women departing the service, put them into training schools and—upon graduation—place them in needy police departments across the United States. Federal funds could be supplied not only to support these efforts, but to help state and municipal governments offset the costs of bringing these additional employees on board.

Whatever the course of action, the final analysis must be conducted in the form of a cost-effective business decision since policing is, in fact, a business operation in today's society. Similar to private industry, police administrators must seek cost-effective solutions.

IACP will be working to bring workable alternative programs to the attention of legislative leaders in the early days of the second session of this Congress. If you have suggestions, ideas or comments, please forward them to IACP headquarters, 703/243-6500. ★

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Legislative Alert

The Police Corps Bill: Law Enforcement Concerns

By Superintendent Thomas Constantine, New York State Police, Albany

Editor's note: One of the elements of the recent Senate & House crime packages was the Police Corps Bill. Introduced by Senator Arlen Specter (R-Pa.), the bill would create a program for police similar to ROTC. Young adults would be offered the opportunity to obtain a four-year college degree at government expense in exchange for a four-year service commitment with a law enforcement agency upon graduation.

The IACP has gone on record as supporting the concept of federal financial assistance for education and training for state and local law enforcement; however, the association has opposed the various forms of the legislation that have been introduced over the years. The following is excerpted from a position paper on the current legislation presented to the IACP Executive Committee by Superintendent Constantine. The Executive Committee subsequently voted to continue its opposition to this particular piece of legislation.

Operational Issues

Unrealistic expectations. The legislation alludes to the fact that police agency strength levels will increase by 100,000 police officers over five years as a result of the proposal. This might be true if police budgets are at or near authorized strength and police agencies are able to fund new positions. However, the reality of policing is that manpower figures are determined at the local level based on a combination of what strength level is needed and what the locality can afford. At present, most police agencies in the country are already significantly below the strength needed to accomplish their mission. Given this limitation, it is unlikely that the program will increase the patrol force.

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occupy the old Vanderbilt neighbor-
hood ("Up, and Down, With Donald
Trump" editorial, June 9).
Last year, a review of my book,
"Fortune's Children: The Fall of the
House of Vanderbilt," a four-genera-
tion saga of the decline of what was
once the nation's most conspicuous
family of millionaires, noted with per-
cipiently that this book "could give
Donald Trump nightmares." The
Commodore even painted his name
on all his acquisitions as avidly as Mr.
Trump.
ARTHUR T. VANDERBILT 2D
Summit, N.J., June 11, 1990

ple of the association states: "A psy-
chiatrist should not be a party to any
type of policy that excludes, segre-
gates or demeans the dignity of any
patient because of ethnic origin, race,
sex, creed, age, socioeconomic status
or sexual orientation."
Public Health Service physicians
would do well to follow those same
guidelines. The medical profession
does not need to be tarnished by Pub-
lic Health Service physicians inap-
propriately acting as agents of social
control.
JAMES KRAJESKI, M.D.
San Francisco, June 12, 1990

vigilant administration will take a
long time.
For this reason we are asking all
Western companies that consider
moving into Eastern Europe, at a
minimum, voluntarily to adopt the
environmental standards for air,
water and wastes of the Western
European Community until locally
appropriate standards and adminis-
tration are more fully developed in
the East.
ALLEN HERSHKOWITZ
New York, June 11, 1990.
The writer is a scientist at the Natu-
ral Resources Defense Council.

Law Enforcement and Education Both Lose in Police Corps Plan

To the Editor:
The police corps bill, discussed in
"Fresh Blood for the Thin Blue Line"
(editorial, June 3), is a misconceived
proposal that would do nothing to ad-
vance law enforcement or educational
policy. Under the plan, high school stu-
dents would receive \$40,000 in college
loans, which would be forgiven by the
Federal Government if they served as
police officers for four years after col-
lege graduation.
On behalf of more than 105,000
rank-and-file police officers in the
United States represented by my as-
sociation, I testified against the bill
before the House of Representatives
Subcommittee on Crime last Nov. 2
and made the following points:
(1) A major assumption underlying
the police corps proposal is that there
is a national problem in recruiting
qualified police officers. While we
agree that in certain areas in which
police wages are low it is difficult to
find qualified officers, in others there
are far more qualified applicants
than there are positions. For exam-
ple, Detroit's Mayor Coleman Young
recently ordered the layoff of 500
highly qualified police officers for
budgetary reasons. And in New York
City, Mayor David N. Dinkins im-
posed a moratorium on hiring new

police officers. Police corps gradu-
ates could not be hired under these
circumstances. And even where there
is a shortage of officers, improved po-
lice compensation would quickly suc-
ceed in solving the problem.
(2) Another assumption of the pro-
posal is that college graduates enter-
ing police service for four years after
graduation would contribute to the
quality of police protection and serv-
ice. But it is usually only after at least
four years that police officers are
considered to have enough seasoning
not to be prone to errors of in experi-
ence. The departure of police corps

members after four years would for-
felt their best potential years of serv-
ice. True career officers could not be
expected to give the kind of support to
short-term "cadets" that they nor-
mally provide to new recruits.
(3) The idea that the corps would
be a cheaper way of providing police
protection because police corps re-
cruits would be gone after four years
is also wrongheaded. Under the pro-
posal pending in Congress recruits
would receive the same benefits as
other officers. That they would not be
around to collect a pension would not
mean that pension contributions
would not be made in their behalf.
We need better trained and edu-
cated police officers, but on-the-job
experience and training are more im-
portant in police work than a college
degree. A law enforcement scholar-
ship bill, to help rank-and-file police
officers obtain associate, bachelor's
and graduate degrees, has been intro-
duced in Congress by Senators Bob
Graham, Daniel Patrick Moynihan
and Carl Levin, and Representative
Edward Feighan. This approach has
more to be said for it than the police
corps proposal.
ROBERT SCULLY
President, National Association
of Police Organizations
Detroit, June 6, 1990



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Letters

Police Corps, No; Police Cadets, Yes

To the Editor:

The Times's support of a proposal to develop a "police corps" in New York State as a means of dealing with the alarming dimension of crime that afflicts our society (editorial Jan. 17) is timely and, it is hoped, stimulating. The New York City Patrolmen's Benevolent Association also believes that bold measures must be undertaken to improve public safety and that, given the talent and resourcefulness of criminal-justice leaders, such measures should be attainable.

However, the police corps proposal is fraught with legal, fiscal and political complexities that render it not quite as promising as it appears to be at first glance. For example, you cannot legally circumvent the civil service merit system, as this plan contemplates. And, with the State of New York struggling to close a gaping budget deficit, the cost of a police corps becomes prohibitive.

The P.B.A. favors a "police cadet" program, whose core would be college-level pursuit of a criminal-justice curriculum leading to a career in the police service. Those who pass qualifying written, physical, medical and psychological civil service tests would be granted a four-year scholarship to attend a college that specializes in criminal-justice education.

Here in New York City, the City University's John Jay College of Criminal Justice, foremost of its kind in the nation, could be used to develop



Anders Weingren

the police cadet program at relatively small cost.

An integral part of the criminal-justice curriculum would be on-the-job training, whereby cadets wearing a distinctive uniform could perform an array of community services and ancillary police duties, such as traffic control, clerical work, parade details, escort of senior citizens in violence-

prone areas, work in hospital emergency rooms, guarding subway stations and assisting with juvenile-aid programs.

Those police cadets would broaden their knowledge and gain valuable insights into the humanitarian mission of the police service. More importantly, regular use of cadets to perform these various functions would free regular police for deployment where they are needed most — on patrol.

Police work is serious and dangerous. It should not be — indeed cannot be — a fleeting experience, as the Walinsky group in effect proposes. Police work requires a unique sense of dedication to a set of values and ideals best fulfilled through a long-term commitment. Less than that brings into question the true motivation of participants.

The police corps proposal is a costly, far-fetched scheme that would take four years to implement. The P.B.A. plan would provide immediate, cost-effective relief and in the long run make available a steady flow of career-oriented, professional police officers who are well-motivated to enhance the quality of life in our city.

PHIL CARUSO.
President, Patrolmen's
Benevolent Association
New York, Jan. 21, 1983

What the E.P.A. Is Doing About Dioxin

To the Editor:

I am disturbed at the scope of misinformation produced in public forums concerning efforts by the U.S. Environmental Protection Agency to safeguard the health of all Americans.

A recent example is contained in the Jan. 14 letter by Representative James J. Florio. Since he is chairman of the House subcommittee directly responsible for oversight in the area of governmental toxic control, Mr. Florio's error is most likely an oversight.

He states that the present Federal regulations do not control the practice that caused the "dioxin" problem in Missouri. This is inaccurate.

A regulation issued under Section 6(d) of the Toxic Substances Control Act requires that any person who wishes to dispose of waste containing 2,3,7,8-TCDD (i.e., dioxin) shall notify E.P.A. 60 days before the intended disposal. This includes manufacturers, haulers and disposal operators. In 1971, when the TCDD was spread in the St. Louis area, this regulation did

resolving dioxin issues concerning land, air and water. The group has been supported by toxicologists and analytical chemists who have been pioneers in the scientific investigation of the chemical.

In addition, E.P.A.'s current procedures allow it to identify manufacturing processes which could be expected to produce dioxin byproducts and target enforcement accordingly.

The agency also has vigorously moved forward with tough inspection and enforcement programs under the Toxic Substances Control Act. Inspections for new chemicals and inspections on inventory reporting requirements have increased threefold during this period. In fact, E.P.A. conducted 2,089 inspections for PCB's in 1982, up from 600 in 1980. Our enforcement attorneys have issued 100 administrative civil penalty actions for violations of the act and have collected over \$1 million from some of America's largest corporations.

Congress has provided E.P.A. sufficient and effective tools to fight for the

Bracket-Creep Remedy Without Side Effects

To the Editor:

Indexation of the personal income tax is indeed a troublesome problem ("Issue and Debate," Jan. 11).

Without it, the income tax system (and the inflation rate) increases the relative and absolute disadvantage of the lower-income groups — not least because the top group, already benefiting disproportionately from the Reagan tax cuts, does not have to worry about "bracket creep." Still, the danger of built-in inflation should make us hesitate to proceed with indexation.

A compromise would be to index the value of the individual exemption, perhaps by \$250 for every 5 percent cost-of-living increase. For a family of four (or an elderly couple over 65) with an income of \$20,000, this would make up for the income lost through inflation and avoid bracket creep. A similar adjustment should be made for the "standard deduction."

In this way, the lower-income groups who need it most would have full or nearly full protection from

POLICE CORPS STREAMLINE OPTION

If the President decides to keep the outlines of the 1992 Conference Report for the Police Corps then some minor adjustments should be made to streamline the Corps.

- appropriations for the Police Corps should not exceed \$25 million in any given year
- eliminate the benefit to dependents of officers
- the educational benefit should be reduced to that of national service level of \$5,000 per annum. A police agency agreeing to hire a Corps graduate would receive \$2,500 per annum for each year agreed to of service not to exceed \$5,000.
- the four year service commitment should be retained, however, freshmen and sophomores would not be eligible for Corps participation
- Federal training should be cut to two 4-week sessions spread over two summers and the course of training should be more focused on community policing
- Corps officers must be assigned to community policing

ADAM WALINSKY
1345 AVENUE OF THE AMERICAS
NEW YORK, N. Y. 10105

JOSE -
See what
Adam is
capable of...

July 20, 1993

Hon. Bruce Reed
Domestic Policy Council
Old Executive Office Building
Room 216
Washington, D.C. 20500

Dear Bruce:

I found this in my file, and thought
it might interest you.

Perhaps you should have the library
send you the entire preface.

Best as ever,



Adam Walinsky

Heymann's 'Ladder'

We've written before about the exotic legal views of President Clinton's Justice Department nominees, but sometimes even we're amazed. Consider what Philip Heymann, the deputy attorney general-designate, has had to say about a hardened criminal named John Allen.

The account is from "Assault with a Deadly Weapon: The Autobiography of a Street Criminal" by Allen, published by Pantheon Books in 1977. Mr. Heymann, who has recently been a professor at Harvard Law School, was co-editor of the book and wrote a preface. We all write silly things sometimes, but Mr. Heymann's commentary is a vintage example of the therapeutic liberalism that prevailed (especially toward crime) in the 1960s and 1970s, and that appears to be coming back in the Age of Clinton.

John Allen, a native of Washington, D.C., is a career criminal, whom Mr. Heymann first met as a young public defender. Allen's police record includes a first arrest, for theft, in 1950 at age seven, another at age 11 for possession of a deadly weapon, and one at 15 for rape (reduced to "carnal knowledge," for which he drew probation). In all, his rap sheet records 11 arrests and several jail terms. His book is a kind of stream-of-consciousness account of this criminal life—of pimping, robbing, drug-dealing and assault.

Yet in his preface, Mr. Heymann treats this as a celebration of personal initiative. "John has spent his life striving for independence, success, effectiveness, and respect. In this regard, his dream is that of Horatio Alger. For John, the 'ladder of success' means excelling in toughness, shrewdness, courage and ruthlessness toward opponents," he wrote about Allen. "These characteristics,

when mixed with absolute and self-sacrificing loyalty and generosity to friends, as they are in John, can be the prized attributes of a James Bond or, for that matter, of an occasional White House aide."

Mr. Heymann writes about his attempts to reform this budding Agent 007: "I wanted John to stay out of prison, but my moralizing did not help. 'Some steal with a gun, others with a pen,' he would answer. We did discuss a few job possibilities, but none was tempting to him." Tempting? Mr. Heymann's choice of words reflects a liberal's moral relativism—if our young felon won't work it can't be because he preferred the ease of larceny but because no legitimate job was enticing enough. Perhaps he wanted more vacation time?

"I talked to John about writing a book, but he was too busy. He'd gone back to hustling and turned to selling dope. He had become addicted himself, robbed other dope dealers, shot people, got arrested, and escaped," Mr. Heymann writes. "Finally, in a shootout with the police, he took a bullet in his spinal cord that placed him in a wheelchair for the rest of his life. John was still in the hospital when I again raised the idea of doing a book. He was ready."

Mr. Heymann offers not a word of sympathy for this thug's victims. Instead his sympathy is for John Allen, victim of society. He even invited Allen up to Harvard to address "my law students on the subject that he knew best—street crime." (Coming next semester: the John Gotti lecture on conspiracy.)

At a time when more and more Americans are petrified of violent street crime, Mr. Heymann's intellectual coddling of John Allen isn't very reassuring.

Los Angeles Times

Founded by Alexander Hamilton in 1801

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Editor-in-Chief

PATRICK J. PURCELL
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ERIC BREINDEL
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L.A. votes for law and order . . .

On Tuesday, the citizens of Los Angeles had their first chance to vote in a local election since the riots that savaged their city more than a year ago. Not surprisingly, the campaign turned on one issue: crime and the riots.

The result: Los Angeles has elected Richard Riordan, its first Republican mayor since the 1960s.

Riordan, though no caricature of a right-wing Republican — his opponent's effort to de-



notwithstanding — **RICHARD RIORDAN** was the law-and-order candidate in the race. City Councilman Michael Woo, by contrast, ran as a Bill Clinton liberal.

The eventual victor made his priorities plain. Riordan favors a larger police force and opposes efforts to mollify the rioters by treating their wanton destruction of central Los Angeles as a form of social protest. He stressed that he was tough enough for the job and sought to persuade voters that law and order was central to his vision of the city's future.

Michael Woo, on the other hand, campaigned as an urban liberal. Unlike defeated Texas Democratic Sen. Bob Krueger, who tried to distance himself from the White House, Woo embraced President Clinton. And the President

returned the favor, endorsing Woo and even campaigning for him. If Clinton wants to treat these results as his second rebuff in a week, it's altogether reasonable that he do so.

Woo also had the backing of the L.A. Democratic machine, still the city's most effective political operation. Yet he lost by a decisive margin to a man who has never held public office; who was far from a polished campaigner; and who had to explain an untidy past that included three drunk-driving arrests.

But the voters proved willing to overlook Riordan's failings. Their eagerness for a definitive, climactic change rendered Woo's business-as-usual liber-

Woo, in fact, didn't even win a decisive majority among Asian-American voters, who might have been expected to back him overwhelmingly, if only on the basis of ethnic pride.

It seems Woo's reluctance to identify with the Korean merchants who bore the brunt of last year's racially motivated rioting cost him the votes of his fellow Asians.

Los Angeles voters understand that the ills from which their city suffers have many roots.

But they also know that, absent a firm commitment to fighting crime and enforcing the law, L.A. has no future at all.

Our guess is that Los Angeles isn't the only American city where voters are making just that calculation.

. . . let the White House take note

Speaking of law enforcement, member candidate Bill Clinton's pledge to put 100,000 more police officers on the nation's streets? Well, surprise, surprise — it looks unlikely to happen. In fact, the House Appropriations Committee just took a chunk out of the Justice Department's budget — because Justice refused to authorize expenditures to put new cops on the beat.

It seems Attorney General Janet Reno favors "crime prevention" and other "policy alternatives" to hiring new cops. (If there's a better method of "crime prevention" than a trained and

visible police presence, we'd like to hear about it.)

We know that Janet Reno has become a veritable American folk hero. She's the "most popular" member of the Clinton administration, the woman who stood by Lani Guinier and all the rest.

Still, we wonder whether Reno's stock will hold up after the American people catch on to the fact that the nation's top law-enforcement official is preventing the deployment of new cops.

Message to President Clinton: Consider the vote in Los Angeles and give your promise to put more police on the street a second look.

BRUCE:
SUPPORT
FROM NEW
YORK —
AND FROM
THE LA
VOTERS.
AW

ADAM WALINSKY
1345 AVENUE OF THE AMERICAS
NEW YORK, N. Y. 10105

JOSE
FYI

July 30, 1993

Hon. Bruce Reed
Domestic Policy Council
Executive Office of the President
Washington, DC

VIA FAX

Dear Bruce:

I had dinner with Don Cahill, the Legislative Rep of the FOP last night. Here is why Phil Heymann claimed the FOP opposes the Police Corps:

At a meeting with the police groups, Justice showed the OPD draft version, and told them this was the Administration's proposal. The FOP opposes OPD's version, which they regard as silly, and which contains none of the FOP-desired safeguards. (Cahill told me he walked out of the meeting). The FOP continues to support the original proposal.

So: the opposition, such as it is, is being stirred up by the Justice Department. Moreover, the FOP turns out to be opposed not to the real Police Corps, but to the stupid version.

Justice has succeeded in getting the IACP lobbyist (not himself a cop) to now take the position that no new cops are needed. The small-town chiefs represented by the current president are slaving for new equipment instead: a return to the LEAA program so wasteful that it was abolished by the Carter Administration. The big city chiefs of course continue to press for more people, as do the mayors, the citizens and the Congress. But Justice has managed to line the IACP up against the President.

Give me a call. If I have left the office early, my home number is 914-723-1261.

Best as ever,

Adam

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POLICE CORPS

(\$ in 000)

Walinsky "Police Corps" Proposal -- Operating Costs 4th Year and Beyond
Total Cost of Proposal Estimated At \$1.4 Billion Annually

Estimates Based Upon Following Assumptions:

Enrollment @ 100,000 Graduating 25,000 each year
\$10,000 Maximum Per Student
16 Weeks Of Law Enforcement Training Per Student @ \$250/week
\$5,000 Per Graduate Per Year To Law Enforcement Agencies [4 years]
\$30 Million Per Year For In-Service Scholarships
Unlimited Scholarship For Children of Deceased Cops In States With PC

Discretionary	#/Year	Cost/000	1st Year	After 3rd Year
Scholarships	100,000	10	250,000	1,000,000
Program Administration			20,000	20,000
Summer Training			60,000	120,000
16 Wk LE Training Pay	25,000	4		100,000
Post Grad Stipend To States	25,000	5		125,000
In-Service Scholarships			30,000	30,000
Total Discretionary			360,000	1,395,000
Mandatory				
Dependant Survivor Scholarships	300	10	3,000	12,000
TOTAL ESTIMATE COST OF PROPOSAL				1,407,000

**** Includes Entitlements Of Scholarship For Children of Deceased Officers**
If The Officer's State Has A Police Corps. Computation Based Upon Estimate
Of 150 Police Officers Killed Annually Providing Benefits To 300 Children

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Lower Version - 6/9/93

	FY 1994 Academic 1993-94	FY 1995 Academic 1994-95	FY 1996 Academic 1995-96	FY 1997 Academic 1996-97
--	---	---	---	---

Trainees				
1st Course	2,000	10,000	18,000	25,000
2nd Course	2,000	10,000	15,000	23,000

Students (by class)

4		5,000	10,000	10,000
3		3,000	5,000	15,000
2		2,000	5,000	15,000
1		0	5,000	10,000

Total enrolled students	0	10,000	25,000	50,000
--------------------------------	---	--------	--------	--------

Graduate recruits	2,000	10,000	10,000	13,000
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Total serving end FY	2,000	12,000	27,000	50,000
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Cost Estimates (\$ Million)

Scholarships (avg. \$7500/yr)	0	75	250	375
Training (est. \$3000/course)	12	60	99	144
Training pay (\$2000/course)	8	40	66	96
Service (est. \$10000/yr contribution)[†]	10	70	195	385

Scholarship bonus paid post-service (\$5000/yr.)* Graduates (pd 3)	30	150	150	195
Seniors (paid 2 yrs)	0	50	70	50
Juniors (paid 1 yr)	0	10	15	50

TOTAL PROGRAM EXPENDITURE	30	245	610	1000
----------------------------------	----	-----	-----	------

* Scoring of retroactive scholarships	7.5	52	111	186
--	-----	----	-----	-----

[†] Service pay lags 6 months

NOTES TO TABLE:

1. Before the end of calendar 1996, mobilization on this timetable would yield 50,000 Police Corps graduates serving, 25,000 students actively training, and 50,000 college students receiving Police Corps scholarship assistance. All told, over 100,000 young people will be serving as police officers or preparing to do so.
2. All figures given are net. It must be anticipated that a proportion of enrollees will fail to complete education, training or service for reasons other than physical disability. To produce 25,000 graduates in any year will require enrolling a larger number as freshmen four years earlier, with corresponding expense. However, those failing to complete the program are required to pay back their educational benefits, with collection by the Internal Revenue Service. For purposes of illustration, therefore, their numbers and expenditures have been netted out of the table. However, the necessary time lag between expenditure and collection will require outlays in early years larger than shown in the table.
3. Service pay is shown lagging six months to allow for training and administrative time following graduation, especially in early years when graduates will be required to complete both training sessions consecutively after graduation.

**The Police Corps:
A Plan for Augmenting Law Enforcement Resources
A Feasibility Study**

**Jonathan Rubinstein
Project Director**

January 1985

This project was supported by Grant Number 83-NI-AX-0006, awarded to the Center for Research on Institutions and Social Policy, Inc., by the National Institute of Justice, U.S. Department of Justice, under the Justice System Improvement Act of 1979. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

ACKNOWLEDGEMENTS

I want to thank the associates and friends who helped give birth to the Police Corps idea - In particular Adam Wallnsky, who was the co-author of the original proposal and has worked so hard to focus attention on it. I would also like to thank Nell Welch and Lawrence Kurlander for their early encouragement and criticism.

Many people have helped in many different ways to complete this feasibility study of the Police Corps. None have contributed more in spirit and hard work than Ellen Spilka, whose many contributions cannot be reduced to a title; Jeff Levin, who wrote much of the report and helped formulate the analysis of the police department surveys; and Donald Ross, who cheerfully took on new responsibilities without letup. Blair Levin did too many things in developing the Police Corps to list them all. Peter Kelsler and Michael Hepworth did everything from sweeping the office to conducting elegant research. Sue Leventhal spent much time and effort fielding phone calls, doing research, and generally helping to keep things together. John-Peter Lund was indispensable in his own way. And, once again, Simon Wynn. Their spirit and continual effort did much to attract so many of the fine people around the country who helped us.

There are too many of these to thank in detail, so let me make a collective acknowledgement. One measure of an idea is the quality of the people who are attracted to it. By this measure, the Police Corps ranks very high indeed. Governors, mayors, prosecutors, police chiefs and patrol officers, union officials, educators, Congressmembers, legislators and editorial writers have all come forward with support and help. We thank each of you.

National Institute of Justice: Joe Kochanski, Bob Burkhart, and James Stewart.

Our Advisory Board: Professor Michael Block, Professor Jerry Caplan, Chief James Damos, Chief Patrick Fitzsimons, Mr. Gary Hayes, Col. William Scott, Judge Harold R. Tyler, and Director Hubert Williams.

NATIONAL:

Legislators: Les Aspin, Tony Coelho, Barney Frank, Edward Kennedy, and Charles Rangel.

Educators: Professor George T. Bergen, Castleton College; Father William J. Byron, President, Catholic University of America; Professor Alan Dershowitz, Harvard School of Law; Professor Jan Deutsch, Yale Law School, Bartlett

Other interested individuals offered their counsel to the project: Chief Anthony Bouza, Minneapolis, Larry Durocher, Nick Klsberg, and Sargent Shriver.

CALIFORNIA: Assembly Speaker Willie Brown; Senator Ed Davis; Assemblymember Tom Hayden; Senator Robert Presley; Hon. Tom McEnery, Mayor, San Jose; Chief Ray Davis, Santa Ana; Chief Joseph McNamara, San Jose; Chief Gary Tatum, Vacaville; Karsten Vleg; and Pearl West.

FLORIDA: Governor Bob Graham; Commissioner of Law Enforcement Robert Dempsey; Daryl McLaughlin; and Rob Quartel.

MASSACHUSETTS: Governor Michael Dukakis; Lt. Governor John Kerry; Geno Ballottl and the Permanent Charity Fund of Boston; Anne-Marie Burley; Florrie Darwin; Jack Fowler and the Center for Survey Research; the University of Massachusetts; with special thanks to Kathleen Townsend.

NEW JERSEY: Governor Thomas Kean; Attorney General Irwin Kimmelman; Judge Gary Stein; Marlo Ferrari; Frank Gines; Director Hubert Williams, Newark; Anthony Cicatiello; Bill Palatucci; and Marnita Robertson.

NEW YORK: Juanita Crabb, Mayor of Binghamton; Donald Manes, Queens Borough President; Robert Morgenthau, Manhattan District Attorney; Andrew Stein, Manhattan Borough President; Gordon Black; Gaylord Bourne (for her expertise and skill with budgetary analysis); Donald Chesworth, Superintendent of State Police; Michael Claffey; David Conley; Paul Conley; Richard Condon, Commissioner, Criminal Justice Services; Trevor Garel; Tom Hastings; John Keenan, Coordinator of Criminal Justice, New York City; Amy Linden; Bruce Llewelyn; Richard Ravitch, Metropolitan Transportation Authority; Hamilton Robinson, NYC Housing Authority Police; Jesse Schaffer; Rabbi Morris Sherer, Agudath Israel; Susan Stamler; Bishop Joseph Sullivan; Grass Roots Press; Nealson-Andrews Associates; and Todd's Copies.

PENNSYLVANIA: Attorney General LeRoy Zimmerman; Bob Keuch; Assistant Attorney General; Marlan McIntyre (who was extremely helpful in getting us information when we needed it); Jim Walters; and the Citizens Crime Commission.

TEXAS: Colonel James Adams, Director, Texas Department of Public Safety.

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ABSTRACT

According to the survey conducted for this Police Corps Feasibility Study, eighty percent of police chiefs regard their departments as undermanned, and would welcome assistance from a Police Corps of young people who would serve as police officers for three years in return for assistance with their college educations, as is now done with ROTC. At the same time, over 40% of college students surveyed are either "very likely" or "fairly likely" to sign up for service in a Police Corps. A Police Corps program would cost less than \$25,000 for each year of police service, which is less than half the cost of most metropolitan police services today.

The police chiefs surveyed were from California, Florida, Massachusetts, New Jersey, New York, Pennsylvania, and Texas. Seventy percent of all the chiefs responding said their ability to fight crime is hampered by shortages of manpower. The responding chiefs of large departments would increase their manpower, if allowed, an average of 74 percent. The manpower shortage is responsible for the decline in foot patrol and neighborhood policing programs. If they had more manpower, as with a Police Corps, the chiefs would put the bulk of the new resources into proactive patrol and crime-prevention strategies.

The survey of college students took place in the Boston area because of that city's concentration of many diverse educational institutions. Nearly 45 percent of all males surveyed were either "very likely" or "fairly likely" to sign up for a Police Corps, but almost as large a percentage of women -- 33 percent -- described themselves as likely Police Corps candidates. Perhaps more significantly, interest among black and other minority students was highest of all: over half of all minority students responding said they were likely to join the Police Corps, and one out of five said they were "very likely" to join.

Moreover, the students likely to join the Police Corps were highly qualified. Half maintained grade-point averages of B or above, and 20 percent had scored over 800 on the Mathematics section of the Scholastic Aptitude Test. Over half plan to get an advanced degree.

These are among the principal findings of this feasibility study, funded by the National Institute of Justice, of the Police Corps concept.

In addition, a review of social science research on the relationship between increasing police and controlling crime was made. A package of legislative issues was produced, and a budgetary model constructed. The results of the study suggest that the Police Corps would be a viable and cost-effective method for substantially augmenting police forces.

officers.

The survey of student interest conducted in Massachusetts indicated that a program requiring three years of service as a police officer, paying \$15,000 to \$18,000 per year, and offering \$6,000 to \$7,000 per year for college costs, might be optimal in attracting a sufficient number of recruits to the program. If anything, the program is more attractive than average to black students, and females are almost as interested as males. A paid summer training program is a very attractive feature for most of those interested in the Police Corps, and is particularly attractive to blacks and women. Providing job preference for entry into a department after service in the Police Corps would be an extremely important characteristic of the program for those most interested.

Based on information provided by state police departments and state education departments in California, Massachusetts, New York, and New Jersey, a ten-year budgetary model for a state program was constructed. By Year 10 of the program, with 12,000 additional police placed in active service, the cost of each new Police Corps member, including the costs of continuous recruitment, training, and education would be \$24,700 (a figure considerably less than the average first-year cost for an officer serving in a large metropolitan area). This figure is based on the tenth year annual budget of \$296,377,000. The entire cost of the program over ten years would be \$1,274,646,000.

The review of social science research suggests that the value in increasing numbers of police depends primarily on how additional personnel are utilized. Those implementing the Police Corps should recognize that there are ways increases in police could be wasted. Research indicates that certain kinds of deployment (including foot patrol, slow patrol at night, and aggressive patrol) can prove productive.

While imponderables remain with respect to the Police Corps concept's translation into a practical program, these can only be fully defined and resolved through implementation. The study has shown that there is enthusiastic and widespread interest in the Police Corps by police professionals. There is also clear interest and readiness to serve on the part of young people. Therefore, the establishment of several substantial pilot projects is recommended.

SUMMARY

PREFACE

For the past seven years, the Center for Research on Institutions and Social Policy (CRISP) has studied organized crime and its impact on the law enforcement system. CRISP investigations of tax evasion, gambling, prostitution, and the underground economy documented a pattern of criminal abuse and inadequate response by law enforcement authorities. Follow-up studies on policing in a particular area of criminal activity eventually led to a broader study of how to systematically expand and improve the police forces throughout the United States. In the summer of 1982, the Center tentatively offered a proposal for police augmentation in a report entitled "The New Police Corps," authored by six criminal justice experts.

Issues in New York State and documented a pattern of sharply elevated crime levels coupled with reductions in available police manpower. The CRISP report argued that the dramatic increase in the crime rate over historical levels required a response commensurate with the magnitude of the problem. The report proposed a plan for discussion that would almost double the size of the New York City police force and substantially increase police forces throughout the rest of the state as well. The concept proposed was called the Police Corps.

The Police Corps is roughly modeled on the ROTC. College students would receive, from the state, four-year scholarships covering tuition, books, room, and board. In exchange, they would serve three years in local police departments in communities near their homes. Participants would be trained in two eight-week summer sessions and, following college graduation, one four-week session with the department to which they would be assigned. They would be required to pass all physical, academic, civil service, and character examinations given to any police department applicant. As police officers, they would receive a salary sufficient to attract recruits, but one that would also reflect the educational benefits already received.

The release of the Police Corps proposal stimulated a great deal of media interest and provoked a response far beyond the borders of New York State. Letters and telephone calls asking for additional information or expressing support poured in from law enforcement officials, state legislators, educators, and law enforcement experts. Not all responses were as positive. A number of critics contended the plan would be too costly. Others questioned whether a sufficient number of students to staff the Corps would be interested in joining the police after four years of college. Still others who supported the concept wondered whether police unions would ever permit a Police Corps program to

An advisory board was selected by the National Institute of Justice. The board met several times and provided oversight and guidance on the overall approach of the study as well as on the details, such as the design of the questionnaires and the content of the student survey.

The grant specifications called for an examination of the feasibility of augmenting law enforcement resources in the seven states selected for study (California, Florida, Massachusetts, New Jersey, New York, Pennsylvania, and Texas). Coordinators were hired in four states to assist in data collection. Much of the data collection was carried out through two major surveys: the first was a set of questionnaires mailed to each police department and chief in the survey states; the second was a telephone survey designed to assess interest by college students in a Police Corps-type program.

Preparation of the police department questionnaires took a number of months. After first drafts were completed, review copies were distributed to the advisory board, staff members at NIJ, law enforcement administrators, and several police departments and chiefs. Their comments and suggestions were incorporated into the final design of the questionnaires.

The questionnaires had several purposes:

- To discover whether there was a perceived need for additional police;
- To assess how the additional police would be deployed, if they became available;
- To determine what problems, if any, law enforcement officials might foresee incorporating Police Corps officers into their departments; and
- To obtain a substantial amount of information designed to give a profile of each department, its size, area of coverage, needs, and special responsibilities.

Questionnaires were also prepared for the education departments of the survey states. Each department was asked for information regarding the state's tuition, fee and scholarship structure in order that the impact of an influx of Police Corps students could be assessed. The budget departments of the survey states were also contacted to determine to the extent possible the fiscal implications of an expansion of law enforcement resources. Although police costs traditionally are borne by local governments, there was an attempt to analyze state costs and possible fiscal contributions.

The data analysis and polling firm of Penn and Schoen was retained to draft

An extensive literature search was conducted by the staff of the Center for Research on Institutions and Social Policy, and the information collected incorporated into the findings of this report. In addition, an extensive effort was made to meet with law enforcement officials and public policy specialists at special forums, professional meetings, and on a one-to-one basis in the survey states in order to garner as much input on the proposal as possible.

INTRODUCTION

PROLOGUE

In recent years there has been a growing sense that our present police system is being overwhelmed by the task it confronts. The reasons for this failure are complex and relate to the services we demand from our police as well as the way in which police respond to that demand. It is easy to say that the police have failed in the "fight against crime," but that is unfair. We as a society have asked our police to do more without doing less. We have, in fact, asked our police to do more while at the same time giving them fewer resources to do that greater job. We have asked them to fight more crime with less police.

This study addresses one aspect of police needs: manpower. But manpower is not simply numbers; it is composition and deployment as well. One would think it axiomatic that a police force, in the composition of its personnel, should reflect the ethnic and racial diversity of the community it polices. While there is general agreement on the wisdom of this principle, we have faltered in our implementation. We cannot reasonably expect our police to be effective in understanding and handling crime (as well as the sources of criminal activity) if they remain unrepresentative of the communities in which they work.

Manpower is deployment. To cope with increased crime in an era of diminished manpower, police have come to rely on technological advances in communications as well as specialized forms of patrol to perform what they, and the public, consider their primary task: "fighting crime." Have, in fact, these new strategies compensated for problems, or has the effort to increase efficiency detracted from police services? There are those who believe that in emphasizing "fighting crime," the concept of neighborhood safety has been neglected. As Professor James Q. Wilson has written, "the link between order-maintenance as crime-prevention, so obvious to earlier generations, [has been] forgotten...serious street crime flourishes in areas in which disorderly behavior goes unchecked."

No single group is probably more dissatisfied with the failure to control

PRESENT CONDITIONS

When considered from the perspective of the last twenty-five years, the nation has experienced a staggering increase in crime. Particularly disturbing has been the rise in violent crime. From 1960 to 1980, the rate of violent crime in the United States increased by 260%. During that same period, the homicide rate doubled. For other violent crime, the percentage increase was even more dramatic. In 1980, the rate of forcible rape nationally was 380% of what it had been in 1960. And in those same years the rate of robbery rose four-fold.

Statistics such as these support the sense that public safety is a vanishing commodity. With a vastly greater number of crimes committed and fewer available officers, it should not be surprising that significant segments of the public perceive police as unable to deal with crime as it affects them. Justice Department studies suggest that nearly two-thirds of the crimes committed go unreported.

While in the last two years crime figures have dropped moderately, the overall amount of crime nationally continues to be substantial. In 1983, about 70 million people lived in households touched by crime. As Steven Schlesinger, the director of the Bureau of Justice Statistics, stated in reference to the above figure, "Even though this number is smaller than that for the previous year, it indicates that crime victimization remains a widespread occurrence."

While the causes of crime and the reasons for the present conditions continue being debated, fear of crime has altered the way we live and use our cities. As community life in public places diminishes, the potential for criminal activity rises. Whole sections of our cities are consigned to a kind of urban death in the face of unchecked vandalism, robbery, and violence, with the poorest neighborhoods suffering the most. Whether it be in large cities or smaller communities, the problem remains the same. The political and economic factors producing crime are as real and significant as ever, but by waiting for the comprehensive cure to social ills, we have ignored a growing truth: crime itself has become a progenitor of disorder.

In seeking to control crime, the police are only one component of the effort. Furthermore, expecting our law enforcement agencies to reduce all types of criminal activity with a high degree of effectiveness is unrealistic given the inherent limitations on what police can and cannot do. Burglary, for instance, committed as it is in places beyond the normal purview of the officer on patrol, cannot be much reduced simply by increasing patrol. But other crimes, robbery

four decades. In 1948, for every violent crime reported in an American city, there were 3.32 police officers. Thirty years later, the ratio of officers to violent crimes was 0.5 to 1. In New York City in 1951, a police force of over 19,000 had to cope with 15,812 violent crimes, less than one per officer. In 1981, a force of 22,000 confronted 157,026 violent crimes; in other words, more than seven violent crimes for each officer. And that figure, of course, only reflects the number of reported crimes.

Contributing to this shrinking ratio is not only an increased crime rate, but a reduction in police. The city of Boston provides a classic example. In 1950, the city's police force of 2,800 handled less than 500 violent crimes, or about five officers per crime. By 1982, the situation was completely reversed. The force had been reduced by about 1,000 while the total of violent crimes had shot up to over 10,000, more than five violent crimes for every officer.

This reduction of police by municipalities has less to do with the loss of population than diminishing revenues. In the effort to sustain essential services, our cities have faced difficult, indeed impossible, choices, and no agency of local government, police included, has remained unscathed by the new austerity. Police departments operate under an enormous burden, for while the population of a city may have decreased, the use of that city, in all likelihood, has not. Cities today are no longer the discrete population entities they were a half-century ago, but have evolved into regional centers, intensively utilized by non-residents. The exodus to the suburbs only means that our cities are used differently than before as suburban exiles return to the city every day for work or entertainment. Meanwhile, those residential neighborhoods that remain, bearing more than their fair share of the fiscal responsibility, struggle to maintain municipal stability with fewer and fewer police. Since the present nature of cities is regional, state assistance seems not only necessary, but appropriate.

The results of this study confirm police reductions in communities in each of the seven states studied. The effects of budget cuts have been as pervasive in small departments as in large. The vast majority of police chiefs responding believe their departments are operating with less than an adequate number of personnel. Among small departments, 75% of the chiefs affirmed that they were operating with fewer officers than they felt they needed to meet their department's responsibilities. For large departments, the number was even higher: 82.5%.

In addition to the reduction in police numbers, the changing character of police work has contributed to the limiting of more traditional police activities, such as preventive patrol. Calls for service (aided by the institution of "911"

So! The Kansas City Prevention Center experiment tells us that our effective time is off by a factor of 10.

from responding to non-emergency calls and would engage in directed patrol activities." And the chief of the department in Daytona Beach wrote: "Since we have almost no patrol time due to calls for service, we could have an effective directed patrol program."

The last thirty years have witnessed substantive and positive changes in the working conditions of most police officers. Like other groups of American workers, police have organized and bargained with their employers, achieving higher wages, increased benefits, and improved conditions of labor. Few would question that this development has been beneficial both for the working officer and policing as a whole. One by-product of collective bargaining has been cost. The price of today's police officer, given salary and other benefits (including pension), is high, and local governments are increasingly reluctant to add to their fiscal burden by hiring additional officers even in the face of acknowledged need. Often municipalities use attrition of police personnel as a budget-cutting measure.

Another aspect of unionization that has contributed to the drop in aggregate police manpower is the continuing reduction in the police work week. In recent decades, the average number of hours worked by a full-time police officer has declined. This shortening of the work week is a positive change with respect to the effectiveness of individual officers. But from a statistical standpoint, the police officer of today provides eight to ten fewer service hours a week than his/her counterpart a generation ago. This means less patrol and service time per officer. As the chief of the Elizabeth, New Jersey, department, wrote: "Contract provisions in recent years have caused a lessening of the time officers spend on [the] street because of more holiday time and changes in shift hours."

Police departments themselves are highly aware of the problems caused by insufficient personnel. The majority of departments responding to the survey conducted for this study replied affirmatively when asked if the lack of officers had hampered the department's ability to fight crime. Nearly 70% of the chiefs, in both large and small departments, concurred that the shortage of manpower had had a negative effect on the capacity of their departments to meet their responsibilities.

INCREASING NUMBERS OF POLICE

Is there value in increasing numbers of police? What studies regarding the police/crime ratio demonstrate is not that more police do not significantly deter crime, but rather that more police using the present policing strategies do not deter crime. If additional officers are deployed in the same manner as police are presently deployed, a police augmentation program may do little to

"Being more visible and accessible is slightly more difficult, but hiring more 'community relations' specialists is surely not the answer. Instead, the police must get out of their cars, and spend more time in public spaces such as parks and plazas, confronting and assisting citizens with their private troubles. This is mundane, prosaic work, but it probably beats driving around in cars, waiting for a radio call. Citizens would surely feel safer and, perhaps, might even be safer."

7 problem-solving

By adding the service element to policing, by encouraging public utilization of servicing through the institutions of emergency numbers and other means, police work has been dramatically altered. With the present numbers of police, departments cannot with any degree of efficiency meet the increasing demand for service while at the same time provide sufficient coverage and visibility on public streets. Since elimination of police service would not be tolerated (nor would it be desirable), the public is faced with a choice: either provide the police with the necessary human resources or surrender control of public places.

Clearly, the public wants public safety. By increasing police and concentrating that increase on patrol, much can be achieved. As the state of New Jersey's "Safe and Clean Neighborhoods Program" demonstrated in the mid-1970's, foot patrol presence creates a feeling of safety for residents (a reduced crime rate is not the only measure of the public's sense of security within a community). A foot patrol officer is more accessible to the community he or she serves, and develops a greater understanding of problems particular to that community.

Whether it is in foot patrol or other kinds of patrol, more police means greater flexibility in deployment. It means initiatives and experimentation not now possible. It offers, in short, an opportunity to move beyond traditional approaches to policing and toward strategies that can, through the long-term restoration of safety and stability in our communities, reduce crime.

What is required are strategies that create a climate in which police are considered a part of the community, not an exterior force. The more familiar an officer is with the people and particularities of the neighborhood he or she is policing, the more able that officer will be to stop crime. At its core, crime prevention is an information-gathering business. An officer that has a relationship with the neighborhood being patrolled becomes the natural recipient of information, information offered by the community itself.

youths under age 18 were more likely than older persons to be picked up for property crimes. There can be no real hope of substantially reducing the rate of crime unless the established cycle of poverty, family pathology, and youth unemployment is interrupted, and alternative models provided.

Ultimately, the police as an organization can never be fully effective in reducing crime as long as the ranks of its personnel do not adequately represent the ethnicity of the communities they serve. The need, indeed the essentialness of increased minority representation in police departments has not only been voiced in the public forum but made an element of governmental policy. Yet in spite of this public acknowledgement, our urban departments have remained unreflective of their respective populations, thereby sustaining a basic level of alienation between officers and minority members of the community. If we expect our police to understand and confront crime on the street, they must become something more than imposed authority; that can only be achieved through real and substantial integration in police departments. It is simply not credible to argue that sufficient numbers of qualified minorities cannot be found, willing and able to do the job. The student survey conducted for this study is evidence to the contrary. Within the student sample used for the survey, interest in the Police Corps idea was at least as high, if not higher, among blacks as among others.

CONCLUSION

No one solution, no single reform can be expected to deliver a deathblow to crime. The complete eradication of criminal activity is only a dream. But the restoration of public safety is not. By providing our police with increased manpower reflective of our population, by developing and implementing new creative strategies of deployment, by making our police not a force separate from our communities but one as much a part of our neighborhoods as the people who live there, we can do much to improve our public life.

REVIEW OF SOCIAL SCIENCE RESEARCH

SUMMARY OF RESEARCH

To what extent does social science research support the belief that increasing the number of police can be of value in controlling crime? This question has appeared particularly important to those who feel that research may have already undercut the Police Corps' premise. This concern is based primarily on the Kansas City Police Department's "Preventive Patrol Experiment" conducted in the early '70's. For a year, three different levels of traditional police patrol were used in selected areas of the city. One area was designated "reactive" and received no patrol.

not truly scientific, they still are part of our best (if incomplete) evidence on methods of controlling crime. Their results are useful in demonstrating which sort of police increases seem most, and least, promising.

Those implementing the Police Corps should recognize that there are ways increases in police patrol could be wasted. The kind of routine daytime car patrol tested in Kansas City may be one of these. But available social science research indicates that other ways of using police increases can be productive. These include foot patrol, slow patrol at night, aggressive patrol, patrol in business districts, and patrol in subways or enclosed areas. Specialized patrol remains promising, but social scientists have not looked closely at it.

Nearly every police chief in the country could now describe productive ways of using police increases, ways consistent with the limited recommendations that can be drawn from social science research. Adoption of the Police Corps could provide the means to develop those effective uses to full advantage. By increasing the police, we create the opportunity and flexibility to explore what now appears, in light of our best evidence, to be effective policing methods.

SURVEY OF POLICE RESOURCES AND NEEDS

SURVEY METHODOLOGY

As part of this feasibility study, a survey was conducted of police departments in the seven states under review. The purpose of the survey was to ascertain the resources, needs, and concerns of police departments at every level, from rural villages to large metropolitan areas. The information base provided by the survey responses is designed to assist in the formulation of Police Corps programs, as well as indicate those areas where Police Corps officers would best be utilized.

Every police department in each of the seven states received two questionnaires: 1) a **Chief Questionnaire** dealing with deployment and factors in officer allocation; and 2) a **Survey of Police Resources and Needs** covering departmental operations and resources. All departments, large and small, received the same **Chief Questionnaire**. Two different departmental **Survey** forms were sent out, contingent on departmental size; those departments with one hundred or more officers were sent a more detailed department survey than those with fewer than one hundred officers.

DISCUSSION OF SURVEY DATA

The data compiled from the **Chief Questionnaire** and the departmental **Survey** offers an abundance of information regarding police operations and policies in a variety of areas including budgets, allocation formulas, deployment

→ directed
analytically
at crime
& personnel
problems. You
can't throw
cops at
every problem
though, we
need to
be more
creative than
that.

Maybe
you control
each police
chief about
handing out
cops. Many
community
police programs
chief are
deploying for
often not
indication that
crime reduction
will occur.
In many
places, like
DC + NY, it's
just throwing
good money
after
bad.

Analysis of the data revealed that the three areas experienced no significant differences in the citizens attitudes toward police services, citizens' fear of crime, police response time, or citizens' satisfaction with police response time.

While the results were clear, what they meant or why they had occurred were not. And the KCPPE, of course, is not the only social science study of the relationship between crime and increased in police activity. Standing in contrast to the KCPPE are other studies which have found evidence that crime can be reduced, sometimes dramatically, by increasing police presence. The relevancy of the KCPPE and other, similar studies to the Police Corps can be summarized as follows:

- There is widespread agreement among experts that the KCPPE did not show that increasing police is useless. The experiment tested only one possible way of using police, that of traditional preventive patrol in cars. Extensive criticism of the study suggests that the test was designed and operated in ways that sharply limit its implications. The official report on the experiment explicitly admits that an increase in the number of police may prevent crime if officers are given an orientation and strategy other than routine preventive patrol. Moreover, the need for police increases outside traditional preventive patrol was presumed by the KCPPE and nothing in its outcome called for rejecting that presumption.
- Most other studies have found that increasing particular kinds of police activity can have a significant impact on certain types of crime.
- How police increases are used is crucial. Research does not support the idea that increasing the police is a panacea for crime; it does support the claim that there are effective ways of using police increased to control particular types of crime.
- Most studies correlating reported crime rates and increases in general police department employment are not useful in judging the value of the Police Corps program. Such studies usually ignore crucial variables in how police are used. They also fail to deal with the important fact that increasing the police and improving their effectiveness may lead to increases in reported crime even when crime is being even more effectively controlled: crime victims will report more crimes to a police department they think is effective and adequately staffed, and increases in police may lead to detection of crimes (such as narcotic or corruption offenses) that previously went undetected and unreported.

DC Police
Dept. 152
crime example.

- Manpower allocation;
- Deployment; and
- Response to the Police Corps itself.

MANPOWER ALLOCATION

The Police Corps proposal grew out of a perception by its authors that a real and substantive need for additional personnel existed in a significant number of small and large communities. One purpose of surveying police departments in the seven study states was to determine the perception of departments themselves as to the question of manpower, as well as ascertain the present condition of manpower within those departments. The data collected by the survey provides insight into four basic issues of manpower:

- Allocation formulas;
- Perception of needs;
- Personnel characteristics; and
- Use of auxiliaries or reserves.

ALLOCATION FORMULAS

One objective of the Chief Questionnaire was to gauge the diversity in allocation formulas. i.e., clarify what standards are commonly used by departments in determining their manpower needs. After reviewing the breadth of responses on the subject, one is tempted to conclude that the allocation formulas have something in common with snowflakes - no two are exactly alike. To a degree, there is some reliance on certain standards formulated by state or national agencies (e.g., the FBI, the International Association of Chiefs of Police [IACP], New Jersey's Police Training Commission, California's Peace Officer Standards and Training Commission), but even so, the diversity is great. In officer to population ratios, for example, there was a wide variation, from 1:400 to 1:2000.

Allocation formulas as a whole ranged from the highly specific to the general, and many departments were open in acknowledging the subjectivity of allocation formulas with respect to their individual communities. For some departments, manpower need is determined less on the basis of numbers than philosophy. For other departments, the factors in determining manpower needs were even more elemental. "Tradition and experience," wrote the chief of Bayonne, New Jersey. "We estimate and react," wrote the chief of South

etc.). Obviously, the strength and capability of a police department is dependent on the fiscal health of the community it serves. When city and county governments suffer economic difficulties, police services suffer along with them, as many of our respondents made clear. Despite the use of standardized or individualized allocation formulas, manpower allocation is often less the result of formulaic considerations than fiscal realities.

PERCEPTION OF NEEDS

As already stated, the Police Corps proposal grew out of a perception that, generally speaking, the number of police personnel presently engaged in law enforcement is inadequate. While there is no single method for testing the accuracy of this perception, the Questionnaire and the Survey were designed to elicit information for making a judgment in this regard. Certainly the perception of police administrators themselves must be considered an important part of any determination of the adequacy of police manpower.

As part of the Questionnaire, chiefs were asked the following: "In your analysis of your department's responsibilities, are you currently at, above, or below the number of officers your analysis suggests you need?" For both large and small departments as a group, the response was overwhelming. 75% of the total small department chiefs and 82.5% of the large responded that they had fewer personnel than they believed they needed. In some states, the numbers were even higher.

According to most of our respondents, this insufficient staffing of personnel has had a real and negative effect on the performance of departments. Chiefs were asked the following: "Has the lack of officers hampered your department's ability to fight crime?" Nearly 70% of both small and large department chiefs conceded that it had. In no state did anything less than a majority of department chiefs believe this to be the case.

As these figures confirm, it is the perception of the vast majority of chiefs responding that their departments have less personnel than their criteria for the allocation of officers indicates they need. In addition, a majority of chiefs believe that this lack of sufficient manpower has had a negative impact on their departments' ability to reduce the crime rate. It can be argued that there is nothing surprising in this attitude, that departmental chiefs, whatever the circumstances, are as likely as not to maintain that they are understaffed for the workload they face and require an increase in personnel to adequately meet their responsibilities. To a degree, no doubt, there exists the tendency to view their situation in needy terms.

However, despite this inevitable bias inherent within their position, the perceptions of departmental chiefs cannot be summarily discounted. The

Well, if there's no
funding, it's a
formula, why?

Why? Most
police chiefs don't
know what he's
doing. But
they know it
crime prevention by
saturation patrol.

How would
they know?
There is no
consensus as
to "how to
fight crime."

Even D.C. (Doesn't that tell us something!)

hak

PERSONNEL CHARACTERISTICS

The departmental Survey form was designed to provide a picture of the present personnel status of departments. Those topics with the most direct relevance to Police Corps program development will be touched upon here.

Age of Recruits: One of the issues raised with respect to the Police Corps recruits is age. Program participants would be entering into police service shortly following college, and therefore would fall into the 21 to 23 age category. Because there have been those who question whether or not someone in this age group is really old enough to be a law enforcement officer, the large department Survey asked departments to indicate on a percentage basis the various age groupings of their first-year officers. Among the large states as a whole, nearly three out of every ten first-year officers were in fact in the 21 to 23 age category. In New Jersey and California, the figure was over 30%. Certainly first-year officers 21 to 23 are in the minority, but they are around in large numbers, enough so to suggest that large departments are not reluctant to use them.

Right. But a bunch of new research tells us we should be recruiting older cops with more history we can check on & who are more suited to comm. plying.

Arrests: A question on the large department Survey regarding arrests was related to the age issue. Departments were asked to break down arrests by the years of experience of the arresting officer. Officers with 3 to 5 years experience accounted for the largest single percentage of arrests, 29.8%. Interestingly, the second largest percentage of arrests was made by officers with up to 3 years experience. The difference between the two categories was barely one percentage point. If arrest records are any measure of an officer's proficiency and utility, it is apparent that officers in their first three years are providing some real measure of service in their departments.

Why are arrests the measure of service? all it tells us is that an officer was busy not that she was effective!

Patrol Officers' Activities: Both large and small departments were asked to break down, on a percentage basis, where a patrol officer's hours were expended. In large departments, responding to calls for service represented the single largest time commitment for patrol officers. Over 20% more time was spent responding to calls for service than on preventive patrol, the activity with the second largest time commitment. Among small departments, patrol officers gave more time to preventive patrol than calls for service, but barely, 36% to 32.8%. These figures tend to confirm the sense among police administrators that responding to calls for service has not only come to be a major part of a patrol officer's responsibility, but in some instances predominates.

Yes, & they waste the rest of the time on prevent. patrol.

Response Time Factors: With respect to calls for service, the factor affecting response time mentioned most frequently by large and small departments was officer availability. 56.3% of the small departments and 83% of the large departments cited officer availability as crucial to response time. Other factors

a quarter, 23.1%, had a four-year college degree. Even in California, which is noted for its high standards, less than 30% of the current officers had attended college for four years.

USE OF AUXILIARIES OR RESERVES

One indirect method for gauging the manpower needs of departments is to examine the dependency on, or use of, auxiliary or reserve officers. Auxiliaries are utilized by both large and small departments in a variety of capacities. The individuals engaged in such activities range from minimally trained high school students working as police cadets to reserve officers who have received upward of 400 hours of training. Many of the tasks performed by these volunteers clearly do not require extensive training in law enforcement and are therefore appropriately handled by non-sworn reserves. But often reserve or auxiliary officers engage in patrol and other basic police duties, and in some instances (given a mandated amount of training), are empowered to make arrests.

Included in both the large and small department Survey forms was a brief set of questions dealing with use of auxiliary or reserve officers. The data on auxiliary officer programs displayed wide variation, not only between states, but with states between different-sized departments. Among the states as a whole, less than half of the small departments, 42.5% had auxiliary or volunteer programs. Use of auxiliary or reserve officers in large departments far outdistanced that of the smaller departments (generally speaking, the larger the department, the more likely the use of auxiliary officers). Over 80% of the large departments responding to the question stated that they utilize such officers. In California, Florida, and New Jersey, every large department responding answered in the affirmative.

The vast majority of these auxiliary officers in large departments were engaged in some kind of patrol activity: nearly 70%. Of those small departments with auxiliary or reserve officers, over 58% utilized them for patrol. Using the data collected, a ratio of auxiliary officers doing patrol work to regular officers was calculated. The average ratio for small departments as a whole was 1:20. Among large departments, the ratio was significantly more substantial. For every three regular officers, there was one auxiliary doing patrol work. !!

Plainly, there is extensive use of auxiliary officers, particularly in large departments. The utilization of these officers for patrolling activities suggests, first, that patrol remains a priority for these departments, and second, their complement of regular, sworn officers is not sufficient, in the minds of police administrators, to perform adequate patrol.

CONCLUSION

xxiii
Foot patrol
doesn't work
The officers do the
same thing
always
the way they
do it.

stated, It cannot be said that the desire for more personnel is simply the natural response of police administrators eager to expand their departments. To so conclude would be to ignore the extent of the response and the present realities of criminal activity, as well as call into question the ability of most chiefs to fairly and professionally evaluate the needs of their departments.

Exactly!

DEPLOYMENT

The Police Corps concept is premised not on the notion that additional numbers of police is a virtue per se, but that an increase in personnel will allow greater flexibility in employing effective crime-fighting strategies. The feasibility of the Police Corps is therefore dependent upon the willingness of the Police Corps of the police administrators to engage in innovation as well as utilize to a greater degree those practices, such as foot patrol and proactive patrol, which have been shown to produce at minimum a sense of security in public places.

When they
had to
use different
deployment
strategies they
didn't. Why
should they
if given more
officers. It's
all going to
come down to
how we
define
comp. policy.

PRESENT DEPLOYMENT OF OFFICERS

Departments were asked to delineate on a percentage basis the various capacities in which their officers worked. As expected, the single largest deployment category among small and large departments was motor patrol.

In large departments the percentage of officers working motor patrol was just slightly over half, 51%. The second largest category was supervisors, which accounted for over 20% of large department officers. Third was detectives at 13.7%. It is interesting to note that even with the trend toward civilianization in large departments, over 5% of the officers still perform clerical/administrative/dispatching tasks.

Among small departments a greater percentage of officer manpower, 79% was devoted to motor patrol. Officers acting as supervisors was nearly 20% close to the figure for large departments. Foot patrol officers represented a greater proportion of deployment in small departments than large, as did clerical/administrative/dispatching tasks (the latter may be due, in part to the lack of a civilian support staff -- in small departments it is more likely that most or all of the paperwork will fall to those officers who are also out on the street patrolling).

DEPLOYMENT OF ADDITIONAL OFFICERS

The survey responses, in both prose and statistical form, suggest an interest, indeed an eagerness, by departments to explore alternative forms of policing as well as expand those present patrol strategies that are the most effective in controlling or reducing crime. What seems to be underlying these sentiments is a desire to strengthen the relationship between the law enforcement agency and

Increased community contact through the use of foot patrols and other strategies...We are presently reorganizing with existing personnel in terms of directed patrol. This includes a zone awareness program which assigns certain officers as responsible for certain neighborhoods. Added personnel would be assigned in this capacity.

Over three-quarters of the large department chiefs responded that if additional officers were made available, certain activities would receive a greater percentage of attention than they do presently. Among the large departments, the first candidate for greater manpower utilization was motorized patrol, with crime investigation a distant second. Interestingly, third and fourth were foot patrol and work with juveniles.

so, why do we think chiefs will be innovative?

The majority of chiefs also indicated that with additional personnel, they would reorganize the way their officers are presently deployed. Priorities for reorganization among small departments were patrol first, then crime investigation and foot patrol. Among large departments, the creation of smaller beats was as frequently mentioned as motorized patrol with respect to deployment reorganization. Increasing deployment flexibility was the next priority, followed by the targeting of crime areas.

The final deployment question that was asked on the Chief Questionnaire was as follows: "Would your deployment of additional officers allow your department to employ more effective crime-fighting strategies that you cannot employ now?" The overwhelming affirmative response to this question should not be surprising given the perception by the vast majority of chiefs that their departments are understaffed. 84.8% of the small department chiefs and 83.3% of the large department chiefs responded "yes."

so, what else is new?

For large departments as a whole, the new strategy most frequently mentioned was proactive patrol. Second was targeting crime areas, followed by motorized patrol. For small departments, employing new strategies in patrol was the primary interest (54%), followed by crime investigation (37.6%), then crime prevention (20.4%).

CONCLUSION

The survey data suggests a desire on the part of significant numbers of police administrators to do as the chief of Anaheim, California, would do: take "a strategic approach to fighting crime (proactive) rather than random patrol." There is the overall sense that additional manpower would enable departments to move beyond the basic, minimal services they now provide, and engage in more effective crime fighting.

yes!

likelihood of apprehending more criminals in the act of committing a crime."

There is also clearly interest in strategies that bring law enforcement officers in contact with the communities they serve, strategies like crime prevention programs and foot patrol. These strategies are seen not simply as a way to improve community-police relations, but also as an essential element in the effort to reduce criminal activity. As the police commissioner of the City of Buffalo, New York, wrote: "We would have closer contact with the public which would be brought about by foot patrol. This would make us aware of criminals and problems in many areas of our city."

In short, it can be stated that should additional officers be made available, they would be employed in a variety of strategies that are not now possible, strategies that police administrators believe would significantly improve the safety and security of the communities in which they work.

RESPONSE TO THE POLICE CORPS

An important objective of the **Chief Questionnaire** was to elicit reaction to the possible implementation of a Police Corps program. Obviously, if police administrators were unfavorably disposed toward the concept, a Police Corps program would have little chance of being developed and put into practice. If police administrators were interested in the program, their concerns and views regarding any problems they could foresee in the program's implementation would be an important consideration for those charged with turning the Police Corps concept into a workable program.

REACTION TO THE CONCEPT

Enclosed within each set of questionnaires sent to departments was a two-page cover letter outlining the purpose of the feasibility study and describing in summary detail the Police Corps concept. In the last portion of the **Chief Questionnaire**, chiefs were asked the following:

Given the fiscal constraints your department faces, if the state were to establish and pay for a program in which it offered college scholarships in exchange for three years of police service in and under the control of local departments, would your department accept such officers? (Assume these officers had been fully trained, had passed all regularly required tests, and all legal considerations had been worked out.)

The response to this question was somewhat lopsided and without much

unlikely, most crime takes place out of sight of police. We need to focus on out right prevention!

Need problem solving training.

hah. If you'd have to give NYC alone 2,000 new officers for new to alter deployment strategies.

Someone else pays for everything. Of course they'd want them.

CONCERNS

The final question in the Chief Questionnaire dealt with any practical concerns police administrators might have regarding the implementation of a Police Corps program. Irrespective of their reaction to the Police Corps concept, chiefs were asked the following: "What problems would you anticipate in the utilization of such officers?"

The concern most frequently expressed by chiefs in both large and small departments was whether or not Police Corps recruits would be sufficiently dedicated to work in law enforcement. 24% of small department chiefs and 34.9% of large department chiefs wondered if the dedication and interest necessary to perform police work might be missing in Police Corps officers. As the sheriff of San Diego County, California, wrote:

Perhaps the major concern would be a lack of true commitment to law enforcement service. Is the individual in the program because of a real belief in the need for effective, professional law officers; or, is it an easy way to get a free-ride to a four year college education? The military has utilized ROTC-trained officers for many years with reasonable success. Law enforcement could probably benefit from such programs if proven to be the most cost effective use of the money required to implement the Police Corps.

As for the secondary concerns, there was some divergence between large and small departments. Among the large department chiefs, union opposition was the next major problem in implementing the Police Corps (23.3%); for small department chiefs, union opposition ranked fifth as a concern. High turnover was the third most frequently cited concern by large department chiefs, followed by department morale and selection of officers (these last two were mentioned with equal frequency). For small department chiefs, high turnover was the second most mentioned concern (18%), followed by other costs to the community, and then department morale.

The major concerns, then, can be summarized as follows: dedication of recruits, turnover of officers, union opposition (with the related issue of department morale), and, finally, the selection of officers. On each of these subjects, survey respondents had much to say, and often the comments of large and small departments were similar in nature.

On the issue of officer turnover, some departments believed this to be an

- large*
1. commitment
 2. unions
 3. high turnover
 4. dept morale
selection of officers

- small*
1. commitment
 2. high turnover
 3. costs to community
 4. dept morale
 5. unions

*He died
2 weeks ago,
don't have to worry
about him.*

*So what were
Powell & Koon
dedicated. ~~was~~
~~dedicated~~ Some
President's only give us
4 years. Are they
uncommitted to
the task?*

that their needs would not receive as much attention as those of urban areas.

CONCLUSION

What can be said without question is that a Police Corps program cannot succeed surrounded by political forces that remain hostile to experimentation and/or are unconvinced of the program's necessity. While the majority of departments responding enumerated concerns regarding implementation, their willingness to participate was unshaken. This, ultimately, is the test. The prose responses suggest that if police administrators are prepared to work closely with those state agencies responsible for the development of Police Corps programs, the problems foreseen by those same administrators can be effectively tackled.

There are, of course, those chiefs whose opposition is so firm as to make implementation of the program in their jurisdiction an impossibility. However, a number of chiefs seemed to believe that Police Corps programs in their communities might have benefits beyond a reduction in crime. They looked with favor on any program that would increase community awareness of the problems and realities of law enforcement. As the chief of Antioch, California, wrote:

I feel it would be beneficial to have citizens in various occupations that have experienced a "hands on" knowledge of what it means to be a police officer. They would experience the positive aspects of our profession and the frustrations. Perhaps somewhere in their future they could use this knowledge to improve the process particularly in our courts.

What all these responses, positive and negative, demonstrate is the dependency of any Police Corps program on those in whose hands will lie the responsibility for direct supervision of officers. The implicit message behind the responses seems to be the ultimate preeminence of political considerations in Police Corps development, and that economic issues aside, it is there that the feasibility question resides.

SURVEY OF STUDENTS

METHODOLOGY

The Police Corps idea attempts to address two societal problems: how students are to fund the cost of higher education and how to increase the number of police officers in our cities. As part of exploring the feasibility of the idea, college students in Massachusetts were surveyed about their response to the program in general and to various alternative ways it might be

than 100 colleges and universities in Massachusetts, so that selecting a true sample of all college students in the state was not feasible given available funding. The four universities were not chosen because they were thought to be representative in any statistical sense, but rather because they represented a range of college options and situations for college students: UMass-Boston and Salem State College are public universities with no dormitory facilities; tuition levels are low and cost of living depends heavily on the kinds of living arrangements a student has made. The University of Massachusetts at Amherst, in contrast, is a public university at which most students live away from home, incurring the costs of room and board that entails. Boston University is a private university, which consequently involves considerably higher tuition expenses than the public universities.

Three other features of the sampling design deserve comment. Sophomores and Juniors were chosen because they have had some experience with actually trying to cover the costs of college education (in contrast to freshmen) and because they still have a year or two of college expenses to look forward to, hence the realities of funding college education are current for them (in contrast to seniors).

Sampling rates were designed to yield twice as many male as female respondents. Since the gender ratio was roughly 50-50 in all the colleges, this was done by simply selecting males at twice the rate of females. Although the program is definitely aimed at females, it was anticipated that males would be more interested and, therefore, we were particularly interested in identifying reliable factors that affected their responses to the program.

It was also thought that students who had an orientation related to criminal justice as an eventual career might be particularly interested in the program. As a result, there was a desire to have at least a minimally adequate sample of people who seem to be oriented that way. Such respondents came from two sources: undergraduates who had chosen a criminal justice major at UMass-Boston and a set of students who had volunteered to be escorts in a security program at Boston University.

The survey data collection itself involved interviewing sampled students for approximately 15 minutes. A survey instrument, designed so that interviewers could ask questions exactly as worded, was carefully pretested. Telephone interviewing was carried out by the Center's professional staff of interviewers from the Downtown Center of the University of Massachusetts at Boston, where the Center for Survey Research offices are located. Routine quality control included continuous monitoring and evaluation of a sample of each interviewer's work.

FINDINGS

The main findings of the student survey can be summarized as follows:

A. Although it is difficult to translate opinions about a hypothetical program in a survey into action, there is little doubt that a significant number of current college students think the Police Corps idea is attractive.

B. If anything, it appears that it is more attractive than average to blacks. There is little, if any, difference in the level of interest between males and females in the program. Those who currently are considering police careers or careers related to criminal justice are distinctively attracted to the program.

Other factors that are related to expressed interest in the Police Corps include:

1. Thinking that the content of police work is interesting; and
2. Thinking that parents and relatives (also friends) would feel positively about the Police Corps.

Taken together, interest in a police career, interest in police work, and perceived social support for joining the Police Corps are the only factors one needs to predict interest in the Police Corps.

C. A program that required three years of service as a police officer, paying around \$15,000 or \$16,000 per year, and offering \$6,000 or \$7,000 per year for college costs, might be optimal. These dimensions of the program generally would rule out one quarter or less of those who seemed most positively disposed toward signing up for the program. However, raising the support level during college would broaden the appeal to blacks and women.

D. A paid summer training program is clearly a very attractive feature for most of those interested in the Police Corps. It is distinctively attractive to blacks and women.

E. Providing job preference for entry into the police department after service in the Police Corps would be an extremely important characteristic of the program for those most interested in the Police Corps.

F. Desk work is acceptable to some, but clearly not to many, who are most interested in the program. However, more women and especially blacks would be attracted to the Police Corps if desk work were an option.

In conclusion, one critical question to be addressed in the study was

universities, it still seems likely that there would be many more students.

Although expressed interest in a program is always higher than actual enrollment, these also are forces that could lead to increased interest in a program after it has actually begun. The very process of institutionalizing the program would make it more socially acceptable. We have seen that one of the predictors of interest in the program is the perception that peers and family would be supportive of the program. That could only increase once the program were actually in place.

Moreover, experience with the program once it is begun almost surely will increase student familiarity with and acceptance of police activities. If the program is successfully implemented, it particularly may improve the perception among blacks and women that this kind of program could be a positive experience for them. Although one could debate the extent to which these goals would be realized, it is very difficult not to think that over time some of the initial barriers perceived to serving in this way would be reduced.

Not only do the data seem convincing that there would be many students interested in the Police Corps; they also suggest that the program would attract talented students, minority students, and women. Because the minority population in Massachusetts is quite small, the pool of potential applicants is small. However, the data certainly indicate that the Police Corps would attract its fair share among black college students. It also is hard not to conclude that applicants from among women and students with whatever level of scholastic aptitude seemed desirable would be representative.

The data suggest that a program that could provide \$6,000 or \$7,000 per year of help with college costs would be extremely attractive to most of the sampled students interested in the program. That level of support constituted a major portion of college students in the public universities sampled. It would be a smaller fraction of the expenses of a private college student, but then the rate of interest in this kind of program among the private university students sampled was lower in any case. (It is worth noting, however, that only one private university was sampled, and students from other private universities or colleges might respond differently.)

Finally, it does appear worth considering various ways in which Police Corps students might spend their time. Because of the way the program was presented, those expressing interest generally were prepared to accept foot patrol as the main focus of their service. However, women and blacks were more concerned than average about injury and danger and more of them were distinctively interested in the option of desk work. Since the perceived intrinsic interest of the way Police Corps officers would spend their time was a critical

ELEMENTS OF THE LEGISLATION

The implementation of a Police Corps program will obviously require the drafting of legislation. There are three basic approaches to writing legislation to create a Police Corps:

- a study resolution;
- a short, broad objectives resolution; and
- a detailed resolution.

A study resolution would simply require some appropriate state agency to study the idea and report back with detailed findings. The short, broad objectives resolution outlines the basic elements of the program and leaves all the details to the discretion of the administrators of the program (this approach was taken by those drafting legislation in Maryland). The third option is for the legislature itself to formulate the details of the program and incorporate them directly into the legislation (this was the approach in California).

The full report contains a detailed discussion of the various issues in writing a complete legislative package. In order to assist in the development of Police Corps programs, a number of alternatives with respect to these issues is provided; no particular method of implementation is advocated. The issues covered in the "Elements of the Legislation" section include: Administration, Planning, Selection of Participants, Assignment of Participants, Training, Transferring, Compensation and Service, Funding, Labor Relations, Disability, Civil Service, Overtime, Indemnification, Default by Participants, and Affirmative Action.

PREFACE

For the past seven years, the Center for Research on Institutions and Social Policy (CRISP) has studied organized crime and its impact on the the law enforcement system. CRISP investigations of tax evasion, gambling, prostitution and the underground economy documented a pattern of criminal abuse and inadequate response by law enforcement authorities. Follow-up studies on policing in a particular area of criminal activity eventually led to a broader study of how to systematically expand and improve the police forces throughout the United States. In the summer of 1982, the Center tentatively offered a proposal for police augmentation in a report entitled The New Police Corps, authored by six criminal justice experts.

The report dealt exclusively with law enforcement issues in New York State and documented a pattern of sharply elevated crime levels coupled with reductions in available police manpower. The statistics were disturbing. For example, in 1951 when there were 15,812 violent felonies reported in New York City, the police force numbered 19,000. In the same year, the Buffalo police force of 1,229 officers was faced with 361 violent felonies. By 1981, the number of violent felonies in New York City had risen to 157,026, while the police force had grown by only 3,000 officers. In Buffalo, violent felonies had increased almost 10-fold to 3,277, while the police force shrunk by a fifth.

The CRISP report argued that the dramatic increase in the crime rate over historical levels required a response commensurate with the magnitude of the problem. The report proposed a plan for discussion that would almost double the size of the New York City police force and substantially increase police forces throughout the rest of the state as well. The concept proposed was called the Police Corps.

The Police Corps is roughly modeled on the ROTC. College students would receive, from the state, four-year scholarships covering tuition, books, room, and board. In exchange, they would serve three years in a local police force in communities near their homes. Participants would be trained in two eight-week summer sessions and, following college graduation, one four-week session with the department to which they would be assigned. They would be required to pass all physical, academic, civil service and character examinations given to any police department applicant. As police officers, they would receive a salary sufficient to attract recruits, but one that would also reflect the educational benefits already received.

The release of the Police Corps proposal stimulated a great deal of media interest and provoked a response far beyond the borders of New York State.

The support, doubts, opposition and simple curiosity about the Police Corps attracted national attention and prompted a number of Congresspersons from both parties to request that the National Institute of Justice (NIJ) support an examination of whether the Police Corps was a feasible way to substantially augment police manpower needs. In the Spring of 1983, CRISP submitted an application to NIJ to undertake an examination of how the Police Corps might be implemented in seven states. The application was approved on September 30, 1983.

An advisory board was selected by the National Institute of Justice. The board met several times and provided oversight and guidance on the overall approach of the study as well as on the details, such as the design of the questionnaires and the content of the student survey. (The names of the advisory board members and their affiliations are listed in Appendix 1.)

The grant specifications called for an examination of the feasibility of augmenting law enforcement resources in the seven states selected for study (California, Florida, Massachusetts, New Jersey, New York, Pennsylvania and Texas). Coordinators were hired in four states to assist in data collection. Much of the data collection was carried out through two major surveys: the first was a set of questionnaires mailed to each police department and chief in the survey states; the second was a telephone survey designed to assess interest by college students in a Police Corps-type program. (Copies of the questionnaires are contained in Appendix 2. A copy of the telephone survey is contained in Appendix 3.)

Preparation of the police department questionnaires took a number of months. After first drafts were completed, review copies were distributed to the advisory board, staff members at NIJ, law enforcement administrators and several police departments and chiefs. Their comments and suggestions were incorporated into the final design of the questionnaires.

The questionnaires had several purposes. First, to discover whether there was a perceived need for additional police. Second, to assess how the additional police would be employed, if they became available. Third, to determine what problems, if any, law enforcement officials might foresee incorporating Police Corps officers into their departments. Finally, the questionnaires requested a substantial amount of information designed to give a profile of each department, its size, area of coverage, needs and special responsibilities.

Questionnaires were also prepared for the education departments of the survey states. Each department was asked for information regarding the state's

contained in Appendix 5.)

The data analysis and polling firm of Penn and Schoen was retained to draft a telephone survey instrument to determine the attitude of college students toward the Police Corps concept. A final draft of the telephone survey was prepared by the Center for Survey Research, a facility of the University of Massachusetts and the Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University. The survey was conducted by the Center for Survey Research in the spring of 1984 in Massachusetts. Funding assistance for the survey was made available by the Permanent Charity Fund of Boston and the University of Massachusetts.

An extensive literature search was conducted by the staff of the Center for Research on Institutions and Social Policy. The information collected is incorporated throughout this report and the detailed summary of findings is contained in the second section of this report.

In addition to the above, an extensive effort was made to meet with law enforcement officials and public policy specialists at special forums, professional meetings, and on a one-to-one basis in the survey states in order to garner as much input on the proposal as possible.

INTRODUCTION

PROLOGUE

Crime in America is a problem. Our statistics say it, our police say it, and, not least of all, our citizens say it. Levels of crime unthinkable a generation ago have become part of our present way of life, poisoning our social and urban environment, replacing trust with fear. Much time and money has been spent on the search for solutions, in both our economic and political institutions. Inevitably, attention has been focused on the one public agency with the responsibility for dealing with crime directly: the police.

In recent years there has been a growing sense that our present police system is being overwhelmed by the task it confronts. This is indeed the case. The reasons for this failure are complex and relate to the services we demand from our police as well as the way in which police respond to that demand. It is easy to say that the police have failed in the "fight against crime," but that is unfair. We as a society have asked our police to do more without doing less. We have, in fact, asked our police to do more while at the same time giving them fewer resources to do that greater job. We have asked them to fight more crime with less police.

This study addresses one aspect of police needs: manpower. But manpower is not simply numbers; it is composition and deployment as well. One would think it axiomatic that a police force, in the composition of its personnel, should reflect the ethnic and racial diversity of the community it polices. While there is general agreement on the wisdom of this principle, we have faltered in our implementation. We cannot reasonably expect our police to be effective in understanding and handling crime (as well as the sources of criminal activity) if they remain unrepresentative of the communities in which they work.

Manpower is deployment. To cope with increased crime in an era of diminished manpower, police have come to rely on technological advances in communications as well as specialized forms of patrol to perform what they, and the public, consider their primary task: "fighting crime." Have, in fact, these new strategies compensated for problems, or has the effort to increase efficiency detracted from police services? There are those who believe that in emphasizing "fighting crime," the concept of neighborhood safety has been neglected. As Professor James Q. Wilson has written, "the link between order-maintenance as crime-prevention, so obvious to earlier generations, [has been] forgotten ...serious street crime flourishes in areas in which disorderly behavior goes unchecked."¹

The origins of our modern police lie not in the eradication of crime, but in

Betsy -

IACP position
on police corp.

all best wishes
for a joyous
holiday.

Lee Colwell



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Parliamentarian
Charles D. Reynolds
Dover, NH

Executive Director
Daniel N. Rosenblatt
Alexandria, VA

MEMORANDUM

DATE: DECEMBER 9, 1992

TO: S&P and SACOP

FROM: DAN ROSENBLATT

RE: POLICE CORPS

Attached is an editorial and fact sheets drafted by President Harris that address the association's concerns with the Police Corps Act. We are currently in the process of distributing this to various contact points within the national media, and encourage you to distribute it as you see fit in your local area.

We are anxious to hear of any response you receive from your local media. If you have any questions or concerns, please do not hesitate to give me a call.

Attachment



100th Annual
International Association
of Chiefs of Police Conference
October 16-21
St. Louis, Missouri



THE MYTH OF THE POLICE CORPS

BY STEVEN R. HARRIS
PRESIDENT
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE
AND
CHIEF OF POLICE
REDMOND, WASHINGTON

In the face of a violent crime problem that has literally destroyed some communities and robbed us of our most basic freedom, the freedom to live without fear of being raped, robbed or murdered, some are proposing simple panaceas as solutions. Unfortunately, one such panacea that is more myth than reality is the much ballyhooed "Police Corps" that falsely claims to put 100,000 more cops on the street. We have all heard of this new program that is acclaimed as one of the magic potions to make our crime problem go away. Nothing could be further from the truth.

Police executives of this country who face the violent crime problem on a day to day basis have analyzed the Police Corps proposal in detail and have concluded the plan simply will not work as it is presently constructed. Simply stated, the program would spend hundreds of millions of dollars in federal funds and would not provide financial support for a single new police officer. The International Association of Chiefs of Police, which includes 13,000 police executives from around the world, has adopted several resolutions that are critical of the Police Corps in its present format and suggest a workable alternative.

It is important to note that, these same Police Executives are avid supporters of higher education for law enforcement officers and are willing to explore alternatives that achieve this end without the costly and misguided implications of the police corps proposal. Our analysis of the Program reveals several major problem areas that have caused our membership to consistently express doubts about the proposal.

A FUNDING PROGRAM FOR EDUCATION ONLY

The "Police Corps & Law Enforcement Training & Education Act" will only increase agency strength levels if local government finds extra funds for new positions above existing budget levels. As currently structured, the Police Corps Proposal would provide almost one billion dollars of taxpayers funds to pay for college education of the participants but does not give local agencies one dime to train or employ the participants after they graduate. Police executives already have a sufficient pool of college educated applicants to draw upon. The problem with increasing the size of law enforcement agencies is a budgetary one. There are simply not adequate funds at the local level to pay the salaries and benefits for the new positions. Before we raise the expectations of the citizens seeking more protection and prospective Police Corps participants seeking education and employment, let's be sure that there will be funds available to employ these new police officers.

RESTRICTING MANAGEMENT PREROGATIVES

The current proposal has restrictions on the deployment of new Police Corps recruits that would significantly hamper long range planning for state and local agencies. Because the police service commitment in exchange for a college education is for only four years, a high turn-over rate can be expected among police corps recruits. Many will view their service as a simple pay-back and not as a career opportunity. Training costs spent on these individuals will therefore be of limited benefit. Additionally, the program requires that these recruits be assigned near their residence or location of choice and that they be assigned only to community or preventive patrol assignments. Deploying strategies are now designed to place agency resources and personnel where they are needed most. Deployment decisions should be made by local police executives based on the need for protection, not the wishes of a cadet or the mandates of federal legislation.

UNNECESSARY INCREASES IN ADMINISTRATIVE COSTS

The Police Corps will require significant expenditure of funds at the state and local level as well as a new federal bureaucracy, to create the administrative machinery necessary to handle the requirements of program participation. The cost of screening candidates for police academies will dramatically increase as

candidates are tested, prior to the educational phase, prior to the two eight week training sessions and prior to actual employment, rather than just once prior to employment. Each state already has its own police academies that train recruits for employment in law enforcement. The need for these academies, to train for local conditions and problems, will not be eliminated by the Police Corps. But the Police Corps proposal allocates money for the creation of a new federal academy to train recruits and teach them loyalty and self-discipline. The cadets are also to receive a \$250 per week stipend while attending the two 8 week federal training sessions. This is a repetitive and wasteful use of federal resources. The funds would be much better applied if given directly to the states to supplement and improve their existing training.

Police Corps participants stand to gain substantial personal financial benefit at tax-payer expense from this program. State and local law-enforcement agencies have no real incentive to participate in the program. Agencies face training costs of as much as \$40,000 per officer. They will not be able to reap the benefit of their training investment if participants leave the agency after the expiration of a four year commitment. Young officers are just reaching their productive capabilities at the four year mark. Their resignations from the department will mean that the investment in their training is not recouped, and the agency must then re-institute the costly training process.

TRANSITIONING FROM THE ARMED FORCES

Despite concerns about the suggested proposal, the police executives of IACP recognize the need for a dramatic, national strategy to improve the quality and quantity of our police officers. That is, in fact, why we have developed and support the use of individuals transitioning out of the armed forces. As an alternative to the flawed Police Corps concept, the IACP would propose that if federal funds are available they be given directly to the various states to be used exclusively to fund the transition training costs for military members who desire to embark upon new careers in law enforcement.

Because of recent international developments the military services intend to reduce its ranks by over three hundred thousand members. The reductions are targeted at members with six to nineteen years of service. All these individuals will be seeking new careers and they already possess significant leadership and management skills, easily transferable to the law enforcement profession.

These individuals have been exposed to performance in stressful environments. They are familiar with working irregular hours. They understand the need for teamwork, responsibility and self-reliance. They already possess self-discipline and have increased levels of maturity and dependability. In short, these military members have already been trained for many of the skills required in a successful law-enforcement officer.

Another salutary benefit of this alternative to the Police Corps can be found in the potential for increasing minority involvement in policing. Minority populations are represented in large numbers in the military and are greatly needed in the police culture. We would, by implementing this alternative, greatly enhance our ability to bring individuals from the minority communities in the United States into policing across the land.

This alternative will bring members of the armed services into the civilian work-force at a time of relatively high unemployment and limited economic growth. Many of these career military members who are being involuntarily discharged have made family and financial commitments based on the assumption that they would have continued employment by providing security to this country.

This country should attempt to reward these service personnel for their past service and loyalty. If the federal government were to pursue this option and pay for their training at state academies, it would be preparing them for a life time career in law enforcement. In addition, the federal government would also be assisting local communities by allowing them to use funds that would have gone for training as salaries and benefits for additional officers.

If we are truthfully looking for ways to put more cops on the street we must steer clear of the myth of a police corps and grasp the reality presented by the military alternative, readily available to us today.

POLICE CORPS ACT: MYTHS AND REALITIES

- 1 -- Will not actually put 100,000 new officers on the street. And since we actually need those officers, Congress should pursue legislation that will.
- 2 -- Creates a worse problem by giving people the sense of solving the problem, but not actually solving it.
- 3 -- Can't be implemented because state and local police agencies do not have the money to actually employ Police Corps participants.
- 4 -- Does not improve the educational level of police officers because police agencies already have a pool of college educated candidates from which to choose.
- 5 -- Requiring only a four-year service commitment from the participant makes long-range planning for the agency extremely difficult.
- 6 -- Requiring only a four-year service commitment from the participant makes them eligible to leave at the time they have started becoming genuinely effective officers. Administrators frequently attest that officer begin reaching their productive capabilities after four years of service.
- 7 -- Requiring only a four-year service commitment from the participant is a comparative waste of training dollars expended by the police agencies when compared to a longer term of service by other officers for the same amount of training dollars.
- 8 -- Is a waste of federal dollars because it creates additional training facilities (3) when these facilities are unnecessary.
- 9 -- Will require the impractical and expensive creation of an administrative machinery within the police agencies to assure compliance with the details of the Police Corps program laws.
- 10-- By requiring that a requested leave-of-absence (of up to 1 year) be granted to the Police Corps participant in the event of temporary physical or emotional disability, the legislation makes logical long-term planning and management control virtually unworkable.

**10 BENEFITS TO HAVING A FEDERAL PROGRAM TO PLACE DEPARTING
MILITARY OFFICERS IN LAW ENFORCEMENT**

- 1 -- An effective use of federal dollars because it does not waste the federal monies which went into training the military officer for a career field very similar to law enforcement.
- 2 -- Insures a benefit to the overall quality of law enforcement personnel nationwide because military personnel already have exposure to performance in a stressful environment.
- 3 -- Insures a benefit to the overall quality of law enforcement personnel nationwide because military personnel already have a familiarity with irregular work hours, family separation and understanding of transfer.
- 4 -- Insures a benefit to the overall quality of law enforcement personnel nationwide because military personnel already have an understanding of the need for teamwork, responsibility and self-reliance.
- 5 -- Insures a benefit to the overall quality of law enforcement personnel nationwide because military personnel already have a proven work ethic and dedication.
- 6 -- Insures a benefit to the overall quality of law enforcement personnel nationwide because military personnel already have a close working relationship with individuals multiple cultures and backgrounds.
- 7 -- Will add to the diversification of the current corps of law enforcement officers because 30% of the military is made up of minorities.
- 8 -- Will provide for the necessary assistance to thousands of military personnel and their families in their transition to civilian life and a new career field.
- 9 -- Will actually help bring about a reduction in the costs for state and local costs associated with training of police officers to combat the escalating crime problem.
- 10-- Actually place well-qualified new officers on the streets at the lowest possible cost.

MAR 1 1993

Bruce Reed

2126

TO: Carol Rasco, Eli Segal
FR: Bruce Reed, Jose Cerda III
RE: Underfunding the Police Corps
DA: February 25, 1993

Would like to discuss
this with you ASAP...
Unless you've told him,
the President doesn't know
how light the funding is
for Police Corps... I need
to brief you & get your
advice on how to move
this process
forward.

EL

As you know, Domestic Policy's total for recommended crime expenditures is based on the crime bill conference report (H.R. 3371), which Candidate Clinton repeatedly committed to signing during the campaign. The conference report authorizes almost \$3 billion in the first year (and more than \$10 billion in four years) for community policing, bootcamps, safe schools, the Brady Bill, and other initiatives strongly supported by President Clinton. Despite this promise, OMB has recommended allotting less money in four years for new crime initiatives, than the crime bill would in one.

The Police Corps -- a program essential to fulfilling President Clinton's 100,000 new cops promise -- is the program hardest hit. OMB has recommended only \$25 million in FY 1994 (and \$400 million over four years) for the Police Corps. This amount is woefully inadequate. The Police Corps is the single most expensive line-item in the crime bill; its costs are estimated to exceed \$1 billion by the third year of its inception. The cost of the Police Corps, in fact, is the primary reason why Congress has not passed it despite years of broad-based political support.

If we are to accept OMB's numbers, and if we assume no administrative costs to implement the Police Corps and to award its proposed \$7,500 scholarship, \$25 million will buy the Clinton Administration 833 new cops in the first year. That does not even begin to put a dent into the 100,000 promise. And if we assume a one-time administrative cost of \$5,000 per student -- a conservative estimate considering that the Police Corps is supposed to train prospective officers -- \$25 million will buy 713 new cops, and \$400 million over four years will buy 11,428 new cops. Again, OMB's suggested funding level falls terribly short of President Clinton's goal of using the Police Corps to put 100,000 new cops on the street.

Attached for your consideration is a chart comparing the various funding levels and sources for a National Police Corps. It is worth noting that crime bill authorizations -- unlike our own estimates -- are not based on a commitment to increase police force levels by 100,000. Also, the chart includes a Law Enforcement Scholarship proposal that Congress has customarily coupled with the Police Corps to help moderate police union opposition.

POLICE CORPS FUNDING SOURCES
(new spending in millions)

PROPOSAL	1994	1995	1996	1997	TOTAL
<u>OMB Proposed Budget</u>					
Police Corps	25	75	150	150	400
National Service Trust	98	1,042	1,890	3,000	6,030
<u>Domestic Policy Est.</u>					
Police Corps	120	650	1,000	1,000	2,782
Law Enf. Scholarships	30	30	30	30	120
<u>Original Crime Bill</u>					
Police Corps	400	*	*	*	1,600**
<u>Final Crime Bill***</u>					
Police Corps	100	100	200	200	600
Law Enf. Scholarships	30	30	30	30	120

* The original Senate proposal authorizes "such sums as may be necessary" in the out years and caps the number of Police Corps graduates at 20,000 per year.

** This assumes a constant expenditure of \$400 million.

*** House conferees opposed the Police Corps and moved to limit its authorization levels.

THE POLICE CORPS, 1993

The Police Corps applies to law enforcement the principles of ROTC. The Federal government would support the college education of selected young people. In return they would serve four years in a state or local police department following graduation.

Both the Senate and the House added the Police Corps to the Omnibus Crime Bill in the Second Session of the 101st Congress. The Crime Bill died because of disagreements over unrelated issues, but will be reintroduced early in 1993. The Senate vote for the Police Corps was unanimous. The House vote in favor was 369-51.

President Clinton supports the Police Corps. He was one of the first members of the National Committee for the Police Corps, enacted the nation's first Police Corps bill in Arkansas, and spoke of it regularly during his campaign.

Rationale. 1. Over the last thirty years, violent crime is up ten times. Sample statistics (New York City, which is far from the worst), 1951 to 1990: homicides, 244 to 2,245; rapes, 904 to 3,126; robberies, 7,004 to 100,280. Less than half of violent crimes are reported. John Lewis, head of the Congressional black caucus, says that poverty is no longer causing crime: crime instead is causing poverty. Major cities have lost much of their middle classes. Crime and fear dominate the unexpressed political agenda. Most damaging, as public order has collapsed, the black lower class has disintegrated. Entire neighborhoods have been abandoned to criminal gangs, who set the dominant pattern of life. Over 40 percent of black men 18-34 in the District of Columbia are now in prison, on probation or parole, awaiting trial or being sought by the police; nationally over 25 percent.

Conditions continue to worsen, since each successive age cohort is more disorganized and violent. The problem for the rest of the decade and beyond will be set by those born in the 1980s: two-thirds without a father, more than a tenth raised without either father or mother, many drug-addicted, and all grown amid the anarchic chaos of the drug wars.

2. A major contributing factor is decline in police strength, leading to atrophy of government presence and authority. Through the early 1950s, there were 3.2 officers for each violent felony; today 3.2 violent felonies are reported for every police officer. Thus we devote to each violent crime one-tenth the police power of forty years ago. Lack of police force cripples response (one-third of 911 calls may go unanswered) and forecloses the preventive community patrol that Wilson, Moore, Kelling and leading chiefs say is the only way to preserve neighborhoods against disorder and increasing violence. Thugs, not the government, control too many streets.

3. Police costs continue to rise, particularly pensions and benefits. Nevertheless quality is often down, particularly in large cities where standards have been dropped, ostensibly to benefit minorities. According to the Director of Testing, a "functional illiterate" could pass the New York City police test.

4. Most important, citizens have become dangerously separated from the enforcement of their own laws. For all the dedication and courage of their best individuals, police forces have become highly specialized bureaucracies largely serving their own ends; many no longer even believe that crime can be defeated or controlled. Isolated from the people who are their only real strength, police are condemned and discarded whenever they make the inevitable mistake. Citizens are instructed not to resist criminals, but to comply with their every demand. Passivity in the face of aggressive evil saps and degrades the national spirit.

Program. Rebuild police strength at affordable cost, with citizen police recruited as in ROTC: the Police Corps.

Competitively selected volunteers would receive four years of aid for tuition, room, board and books, at an accredited four-year institution, up to \$10,000 a year. They would pursue the study of their choice (no police classes) but train intensively two summers during college (as in Marine Corps Platoon Leaders Course). After additional local training following graduation, they would serve as sworn, fully empowered local officers with a four-year service obligation. Failure to complete education, training and service would require payback of all scholarship funds, collected through IRS.

For immediate impact on public security, recruiting would begin with current seniors and juniors: if they trained and served after graduation, they would be repaid part of their prior educational expenses.

On the ROTC pattern, many would stay in police as a career; but many would return to civilian life, after their four-year obligation, as lawyers, educators, businessmen, engineers, etc. Such term service would lower costs, especially of pensions and benefits: a Department of Justice study estimates that Police Corps officers would be 30 percent or more less expensive than career officers.

Officers returning to civilian life would become a vital bridge between police and citizens: former Police Corps officers would be lawyers, judges, journalists, congressmen. They would have confronted the worst and most dangerous aspects of society, learned the gritty reality of the streets, and learned not to be afraid. For both black and white young people, this would be the

most precious education and exercise in shared citizenship: what John Lewis has called "a resumption of the American partnership."

Also noteworthy:

- . As with ROTC or the service academies, there would be no means test: service would bring recognition and reward regardless of income or social class.

- . In a Justice Department survey, 40 percent of all college students, and 45 percent of minority college students, said they would be likely to join a Police Corps.

- . After Los Angeles, leading chiefs said Police Corps citizen-officers would be an important safeguard against police brutality.

- . The Police Corps would rapidly become the leading entry-point for a new generation of professional police leadership.

- . The Police Corps is not an entitlement program, open to any applicant. Students could be enrolled only if their local police department committed to use their services, and if they met all local standards and tests.

Public Reaction. The Police Corps has strong support across a spectrum from William Raspberry to William F. Buckley, taking in the mainstream of the New York Times and Daily News, Philadelphia Inquirer, Los Angeles Times, Time, Newsweek, NBC News, etc. Eighty-eight percent of police chiefs surveyed by the Department of Justice said they would use Police Corps officers if available; not surprising, since 75 percent of small-force chiefs and 82 percent of large-force chiefs reported that they require greater manpower.

The Police Corps has been endorsed by such groups as the Fraternal Order of Police, the National Organization of Black Law Enforcement Executives, the Federal Law Enforcement Officers Association and the National Sheriffs Association. In addition to President Clinton, the National Committee to Support a Police Corps includes Commissioner Lee Brown (immediate past president of the International Association of Chiefs of Police) and other leading police commanders, law school deans, former government officials, union and business leaders, as well as sponsoring Senators and Representatives.

Support and Sponsorship in Congress. The Police Corps passed both Houses with strong bipartisan support. Majority and Minority Leaders of both Senate and House -- Senators Mitchell and Dole, Congressman Gephardt and Michel -- were co-sponsors. In each party, active sponsorship came from liberals (e.g., Kennedy, Bradley, Specter, Hoyer) conservatives (e.g., Nunn,

Boren, Dornan, Gramm, Lott, Gingrich) and moderates (e.g., McCurdy, Sasser, Hyde).

Opposition. One police group, the National Association of Police Organizations, has been opposed in the past; some local police unions are opposed today. Criticism has been voiced by some individual police executives, led by Daryl Gates and by the current IACP president.

Budget Impact. Federal cost will be determined by the size of the program. The bill as passed in the 101st Congress would eventually provide a constant revolving force of 80,000, which might increase actual patrol forces by fifty percent in principal areas. With total federal assumption of all scholarship and training costs, and a constant production of 20,000 graduates every year, annual cost would reach a maximum of \$800 million a year. If President Clinton increases the Police Corps to 100,000, as pledged in his campaign, annual costs would increase to about \$1 billion. President Clinton also pledged to assume part of localities' costs of employing Police Corps officers. Salary payments, if made, would of course increase budget impact. Given the inevitable gradual build-up of any program, maximum cost could not be reached before FY 1997. First-year costs would be under \$200 million.

Adam Walinsky

	<u>FY 1994</u> <u>Academic 1993-94</u>	<u>FY 1995</u> <u>Academic 1994-95</u>	<u>FY 1996</u> <u>Academic 1995-96</u>	<u>FY 1997</u> <u>Academic 1996-97</u>
Trainees 1st Course	3,000	25,000	50,000	30,000
2nd Course	3,000	15,000	25,000	35,000
Students (by class)				
4	5,000	15,000	20,000	25,000
3	5,000	15,000	20,000	25,000
2	1,000	15,000	20,000	25,000
1	1,000	15,000	25,000	25,000
Total enrolled students	12,000	60,000	85,000	100,000
Graduate recruits	3,000	10,000	10,000	5,000
Total serving end FY	3,000	18,000	43,000	68,000
Cost Estimates (\$ Million)				
Scholarships (avg. \$7500/yr)	90	450	637	750
Training (est. \$3000/course)	18	120	225	195
Training pay (\$2000/course)	12	80	150	130
Service (est. \$5000/yr contribution)*	8	60	153	278
Scholarship bonus paid post-service (\$5000/yr.)* Graduates (pd 3)	45	150	150	75
Seniors (paid 2 yrs)	50	100	50	50
Juniors (paid 1 yr)	25	70	25	25
TOTAL PROGRAM EXPENDITURE (4 mil)	128	710	1165	1278
* Scoring of retroactive scholarships	30	80	57	38

† Service pay lags 6 months

NOTES TO TABLE:

1. Before the end of calendar 1996, mobilization on this timetable would yield 68,000 Police Corps graduates serving, 40,000 students actively training, and 100,000 college students receiving Police Corps scholarship assistance.
2. All figures given are net. It must be anticipated that a proportion of enrollees will fail to complete education, training or service for reasons other than physical disability. To produce 25,000 graduates in any year will require enrolling a larger number as freshmen four years earlier, with corresponding expense. However, those failing to complete the program are required to pay back their educational benefits, with collection by the Internal Revenue Service. For purposes of illustration, therefore, their numbers and expenditures have been netted out of the table. However, the necessary time lag between expenditure and collection will require outlays in early years larger than shown in the table.
3. Service pay is shown lagging six months to allow for training and administrative time following graduation, especially in early years when graduates will be required to complete both training sessions consecutively after graduation.

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POLICE FOUNDATION

September 1992

R E P O R T S

Reconciling Higher Educational Standards and Minority Recruitment: The New York City Model

Introduction

by Hubert Williams

President, Police Foundation

The New York City Police Department's Cadet Corps is an innovative program designed to bring officers with higher levels of education into the ranks of the nation's largest police department.

It is a modest program given the size of the police force, but its implications are greater than its size would indicate. The Cadet Corps is the best effort to date to prove or disprove the long controversial theory that better educated recruits will make better police officers. While it may seem logical to some that degreed officers will make better police managers, there are others who might differ. But, the premise that college education will improve an officer's performance *on the beat* is even more hotly disputed.

As this report points out, it is much too early to settle that dispute. Only extended evaluation of the cadets, their careers, and those of their counterparts will render a definitive answer to the question.

Our study of the Cadet Corps program has already rendered some valuable findings, however. One that we highlight in this Police Foundation Report is the ability of the program to recruit college students while addressing racial imbalances frequently found in the sworn ranks. This should have a positive impact on the attempts by the New York City Police Department to implement community policing, a strategy based in part on the ability of the police force to relate well to the community it serves.

The Cadet Corps program is another indication of the leadership being provided to the law enforcement community by the likes of former NYCPD Commissioner Ben Ward, under whom this program began, and former Commissioner Lee Brown, who continued to support it. Credit must also go to the National Institute of Justice, which funded this study and stands today at the cutting edge of new knowledge about policing. The difference made by these attempts to explore the unknown and measure effectiveness in the policing world makes us better prepared to face the challenges that lie before us than at any other time in our history.

Two goals that many believed were mutually exclusive—raising the level of education among police officers and increasing the representativeness of minorities—may not be so after all.

A Police Foundation study of the New York City Police Department's innovative Police Cadet Corps, funded by the National Institute of Justice and conducted by foundation researchers Antony Pate and Edwin Hamilton, has found that the program brought 217 college graduates onto the force, 16.1 percent of whom were black and 21.7 percent of whom were Hispanic. These percentages were significantly higher than those found in (1) other groups of recruits, (2) all NYPD sworn personnel, and (3) the New York City population. The results in New York run counter to long-held assumptions about recruiting. Many scholars believed that police departments could recruit more college graduates *or* more minorities, but not both. Sullivan (1989, p. 339), for example, notes that, faced with "evidence that agencies which require higher education for their officers have difficulty in recruiting minorities," it "seems that requiring higher education may have the effect, even when unintended, of discriminating

Prepared under Grant No. 86-IJ-CX-0025 from the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. • Points of view or opinions in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

continued on page 2

JOHN LEWIS
5TH DISTRICT, GEORGIA

COMMITTEES:
PUBLIC WORKS AND TRANSPORTATION

SUBCOMMITTEES:
ECONOMIC DEVELOPMENT
PUBLIC BUILDINGS AND GROUNDS
WATER RESOURCES

INTERIOR AND INSULAR AFFAIRS

SUBCOMMITTEES:
NATIONAL PARKS AND
PUBLIC LANDS
INSULAR AFFAIRS



Congress of the United States
House of Representatives
Washington, DC 20515

Statement by Congressman John Lewis
July 12, 1989

WASHINGTON OFFICE:
501 CANNON HOUSE OFFICE BUILDING
WASHINGTON, DC 20515
(202) 225-3801

DISTRICT OFFICE:
THE EQUITABLE BUILDING
100 PEACHTREE STREET, N.W.
SUITE # 750
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(404) 659-0116

FOR IMMEDIATE RELEASE
Contact: Anthony Johnson
(202) 225-3801

This is a bill that is vital to black Americans. All across the nation, black communities are under an assault of crime and violence that is without precedent in our history. Under the savage assault, it is not too much to say that the low income black community is disintegrating, and violence and crime are the order of the day.

The facts of this tragedy are well known to all. At the present rates, one out of every twenty black man will die from homicide: a casualty rate not exceeded in any American war. Barely a third of the youngest black children now live with two parents; nearly a tenth live with neither parent. When schools dare to record the truth, the dropout rates are a continuing disaster. Black children are the principal victims of child abuse and neglect. The leading cause of death for black children aged one to four is fire.

There are not the normal patterns of life in black society. Nothing in the long history of blacks in America, nothing in their painful struggle to reach equality in the modern world--nothing suggests the terrible destruction blacks are visiting upon each other today. Blacks in our lifetime have suffered and survived brutal racism. They did not survive by killing each other, but as other Americans, by giving each other aid and support, comfort and courage and love. The best city neighborhoods today might well envy the peace and physical security of Harlem or other black ghettos of the 1950s.

The causes of the deterioration, the roots of the our present crisis are many. But surely the most immediate and the most powerful is the fact of the violence itself. Increasingly over the last thirty years, crime and violence have been allowed to run virtually unchecked through poor black communities. This widening gyre of destruction first stripped communities of businesses and jobs. It broke down housing. It made schools places of of fear, where a quarter of the students might carry weapons for self-defense, and learning was always a casualty. For as life become more dangerous, more subject to hazardous fate, so it become progressively difficult to raise children in the settled peace they require. And more and more the most conspicuous model of success was the racketeer, the pimp and the insidious drug dealer. So more and more children, deprived of reasonable nurture, were sucked into the vortex: to

become in their turn the abusers, the destroyers of the children who came after them.

It is not only poverty that has caused crime. In a very real sense, it is crime that has caused poverty, and is the most powerful cause of poverty today.

So the first vital point of this bill is that the Police Corps represents a commitment to check and reverse and the tide of insensate violence that has crippled so many black communities.

The second vital point is that this is not a bill for blacks. Nor is it a bill for whites. It is a bill for Americans of all colors and stripes; indeed as its sponsorship already shows. If there is anything we should have learned from these difficult years, it is that there is no safety by colors. We are all affected by the poison that this violence has spread into our lives. We have all lost a part of our freedom. We have all lost some of the enjoyment of our homes and neighborhoods and families.

We have all lost some of our confidence in each other. Relations between the races have been infected by fear; too often we look at each other not as friends and fellow citizens, but as alien and forbidding strangers. Even the most secure among us have been bewildered, our nights made sleepless, by the knowledge that hundreds of thousands of American children were drowning in this nightmare. All of us may be said to have lost a part of our country.

This too the Police Corps can begin to change. Not because it will cure all our ills overnight. We have a long road to travel, and this is only a first step. But it is a first step. It is a joint venture, a resumption of the American partnership. The Police Corps tells all of our people that we are not helpless before the ills of modern life, or before the savageness of man. It reaffirms that our fate, the conditions of our lives, is in our own hands to shape. It will allow all of us, black and white, to join as citizens in the work of recapturing our community. The Police Corps will be made up of young people, but they will be all our young people, all our children. They will represent us all. In creating the condition for their effort, their contribution, we will ourselves experience the shared achievement that is the ground of citizenship, and the purpose for political life.

For we should clearly understand. As Department of Justice studies have already shown, this bill will be very attractive to black students. And more black, and more highly qualified and educated blacks, are urgently needed in police forces everywhere, from the beat to headquarters. But we have to learn to live together. Black and white police have to serve black and white areas; or rather American police must help save American neighborhoods. That is the ideal the Police Corps represents. I believe it is also the kind of spirit it will evoke, from our young people above all.

We have to choose between life and death, between decency and a living hell, for literally millions of our people. We have to choose between

courage and passivity for ourselves. We have to choose what will be the future of the American dream. The Police Corps can be the first step along the right road.



~~cc. Walinski~~
Cerde

File:
Crime-
Outreach

Municipal Court, Branch 1
City of Milwaukee
951 N. Seventh Street
Milwaukee, Wisconsin 53233
286-3800
FAX 286-3617

Judge John Siefert

July 29, 1993

Bruce Reed
Domestic Policy
The Executive Office Building
17th and Pennsylvania Avenue
Room 216
Washington, D.C. 20500

RE: Police Corps Provisions Of Any Omnibus Crime Bill

Dear Mr. Reed:

Good talking with you on the phone Wednesday afternoon.

Enclosed is the clipping from today's Milwaukee Journal that I mentioned. As you can see, I have an interesting background - having gone into police work in a big city after graduating from law school.

I have met with Adam Walinsky in New York concerning the Police Corps legislation. Adam thought that I could be an effective advocate for the bill.

Feel free to use me in any way you think helpful in advancing this important legislation.

Sincerely,

John Siefert
Municipal Judge
Branch One

JS/gtk

Bases covered: Law degree lets officer see front end of process

But he says lawyer's pay won't lure him from police job

By LAWRENCE SUSSMAN
of The Journal staff

Shorewood — In a career reversal of sorts, Gregory Rahoi graduated May 23 from Marquette University Law School and on Monday started work as a rookie officer with the Shorewood Police Department.

It's not often that an officer can cite not only the law you broke, but how the courts have interpreted it.

Donning blues instead of pin-stripes will not be as big a financial loss as is commonly believed — at least for the first year, anyway. Rahoi expects to earn slightly more than \$32,400 in his first year on the beat. The average first-year salary for 1992 Marquette law graduates was \$34,140.

Rahoi is 24 and single. He reasoned that a law degree would give him the opportunity to work up through the police chain of command, as well as teach criminal justice on the side.

"The more you get into police administration, especially in the larger departments," he said, "the more people you find who have law degrees."

Milwaukee Police Chief Philip Arreola earned a law degree from Wayne State University in Detroit in 1985, but that was after 20 years with the Detroit Police Department. Alvin Berndt, Shorewood public safety director, graduated from the University of Wisconsin-Madison law school in 1972.

Nor is the career path Rahoi has

chosen unique to him. Milwaukee Municipal Judge John Siefert, for example, worked about seven months as an assistant district attorney in Portage County after he got his law degree in 1974 from UW-Madison. Siefert quit that job to become a Milwaukee police officer.

"I found that the starting salaries for assistant DAs in the rural counties were not competitive to what an urban police officer earned," Siefert said.

The salary difference then? Siefert earned slightly more than \$11,000 as an assistant DA and \$14,000 as a police officer.

Many of Rahoi's law school colleagues reminded him that, over the long haul, he was taking the financial road less traveled.

Rahoi, though, thinks other benefits make the trade-off worthwhile.

"There are various forms of being compensated for what you do," he said. "Out of all those forms, money is just one. The self-satisfaction that you get from doing a job and helping others, and the gratitude that you get, sometimes is worth more."

It cost Rahoi \$31,160 in tuition to attend three years of law school. That does not include his books nor living expenses. He said he and his mother joke that his next goal is to go through four years of medical school.

Rahoi paid his law school tuition by working as a paid-on-call firefighter with the Town of Brook-

field Volunteer Fire Department. A trained emergency medical technician certified to run a defibrillator, he also worked for a private ambulance company.

He also worked as an incident investigator for Summerfest and during his last summer before graduating from law school, Rahoi was employed on a felony team with the Milwaukee County district attorney's office.

He never has worked as a law clerk, adding "I never looked for a legal job."

Rahoi first became interested in police work when, as a freshman in high school, he joined a law enforcement Explorer's post, started by his local police department. He is originally from Hudson, Ohio, a small community 10 miles north of Akron.

His great grandfather was a US marshal for southeastern Wisconsin when Franklin D. Roosevelt was president. Several of his second cousins are police officers.

Rahoi received his undergraduate degree from Marquette University, with a double major in criminology and law studies plus sociology.

With his legal background, Rahoi believes he has a better understanding of the entire criminal justice system, starting with the arrest through the conviction and sentencing.

"That understanding is important in the use of your discretion," he said, "and the implications of your decisions."

That's from an officer who — for now, anyway — prefers gathering evidence firsthand, rather than arguing the rules of evidence later on.



RAHOI

work in progress draft 5-25-93(micro mini)

SUBTITLE -- COMMUNITY POLICE CORPS INITIATIVES

SEC. 01. SHORT TITLE

This title may be cited as the "Community Police Corps Act".

SEC. 02. STATEMENT OF PURPOSE

The purpose of this title is to support and encourage state and locally based Police Corps programs which provide educational assistance and job placement for police recruits in community-oriented policing.

SEC. 03. DEFINITIONS

As used in this title --

(1) "educational institution" means an institution of postsecondary education having a program whose regular duration is not less than two years and not more than four years;

(2) "jurisdiction" means a state or local law enforcement agency or a state or local government; and

(3) "partnership" means a cooperative arrangement of an educational institution and a jurisdiction for the purpose of operating a Community Police Corps Program.

SEC. 04. AUTHORIZATION OF PROGRAM

(a) GRANTS. -- The Attorney General may make grants to educational institutions for the support of Community Police Corps Programs as described in this title. The duration of a grant under this section shall not exceed five years. Grants whose duration is less than five years may be renewed by the Attorney General so long as the aggregate duration of grants for a particular Community Police Corps Program does not exceed five years. Up to ten educational institutions may receive funding under this section at any time.

(b) SCHOLARSHIPS. -- Grants provided to educational institutions under this section shall be used to provide scholarships of not more than \$5,000 annually to participants in Community Police Corps Programs. Scholarships may be provided for the full duration of the institution's educational program or for any shorter period, but the aggregate amount provided to any participant shall not exceed \$5,000 times the number of years in the institution's regular program.

SEC. 05. PARTNERSHIPS OF EDUCATIONAL INSTITUTIONS AND JURISDICTIONS

(a) FORMATION OF PARTNERSHIPS. -- All Community Police Corps Programs funded under this title shall be operated by partnerships including an educational institution and a jurisdiction. The partnership shall publicize the availability of scholarships under the Community Police Corps Program and shall carry out the specific responsibilities set out in subsections (b), (c), (d), and (e).

(b) RESPONSIBILITIES OF EDUCATIONAL INSTITUTION. -- The educational institution in a partnership shall be responsible for --

(1) devising an educational curriculum, in consultation with the jurisdiction in the partnership, for participants in the Community Police Corps Program, which shall include instruction that helps to prepare the participant for work in community-oriented policing; and

(2) evaluating the educational and academic fitness of applicants for participation in the Program, and selecting applicants for participation with the concurrence of the jurisdiction in the partnership.

(c) RESPONSIBILITIES OF JURISDICTION. -- The jurisdiction in a partnership shall be responsible for --

(1) evaluating the fitness of applicants for future police work, and selecting applicants for participation with the concurrence of the educational institution in the partnership;

(2) providing work-study and training opportunities for participants during the educational period;

(3) providing any additional necessary training, and hiring as law enforcement officers all participants who have successfully completed the educational program and any work-study or training requirements; and

(4) assigning and keeping participants in community-oriented policing for a period of at least four years.

(d) APPLICATION AND PLAN. -- A partnership may seek support for a Community Police Corps Program by submitting an application to the Attorney General which contains a plan for operating such a program. The plan shall describe the discharge of the responsibilities set out in this section, and shall address any other matters that the Attorney General may prescribe.

(e) MINIMUM ENROLLMENT REQUIREMENT. -- A qualifying plan must specify that at least ten participants will be enrolled in the Program. If scholarships are provided to participants in more than one educational class, then at least ten participants must be enrolled in each such class.

SEC. 06. RESPONSIBILITIES OF PARTICIPANTS

(a) CONDITIONS OF PARTICIPATION. -- A person may apply for participation in a Community Police Corps Program by submitting an application in the form and manner prescribed by the partnership that operates the Program. By enrolling in the Program, a participant undertakes to --

(1) complete the educational component of the Program, and any work-study or training requirements which are part of the Program, including satisfaction of any performance or testing standards set by the educational institution or the jurisdiction;

(2) accept employment by the jurisdiction as a law enforcement officer; and

(3) remain in such employment for a period of at least four years without misconduct or deficits in performance that warrant discharge or removal from a position in community-oriented policing under the rules of the employing jurisdiction.

(b) VIOLATION OF CONDITIONS. -- A participant who fails to comply with the conditions in subsection (a) may be required to repay to the United States the amount of any scholarship or scholarships provided under this title, together with interest at a rate specified by the Attorney General. The Attorney General may allow a participant to fulfill the employment requirement under this title, wholly or in part, through some other form of public service of comparable duration, on a finding that the participant's inability to fulfill the employment requirement is the result of disability or other good cause for which the participant is not at fault.

SEC. 07. AUTHORIZATION OF APPROPRIATION

There is authorized to be appropriated \$25,000,000 to carry out this title.

SEC. 08. REPORT AND REVIEW OF PROGRAM

The grant authority created by this title shall lapse at the conclusion of five years from the date of enactment of this title. Prior to the expiration of the grant authority under this title, the Attorney General shall submit a report to Congress concerning the experience with and efficacy of the Community Police Corps Programs that have received support under this title. The report may include any recommendations the Attorney General may have concerning the renewal, with or without modifications, of the program established by this title.