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HOW TO FORM A CITIZENS CRIME COMMISSION

VIRGIL W. PETERSON

The author is the Operating Director of the Chicago Crime Commission, the oldest citizen organization of its kind in the United States. He has held that position for almost fourteen years. Prior to coming to the Chicago Crime Commission he was, for eleven years, affiliated with the Federal Bureau of Investigation during which time he was in charge of FBI offices in Milwaukee, St. Louis and Boston. He is a member of the Editorial Board of this Journal. He is the author of two books, "Gambling: Should It Be Legalized?" and "Barbarians in our Midst—A History of Chicago Crime and Politics". He has also published a number of articles in this and other journals and periodicals.—EDITOR.

In virtually every section of the country, at one time or another, citizens organizations have been formed to bring an end to widespread lawlessness. Whenever citizens, either individually or in groups, have attempted to take over the functions of the duly constituted officials they have acted improperly and unwisely. Such efforts consist in attempting to curb one form of crime with other forms of lawlessness. They result in ultimate failure and bring the citizens' efforts into disrepute. But when citizens form organizations for the purpose of carefully gathering facts regarding crime conditions in their localities and through lawful methods exert influence to assure that law enforcement and judicial officers perform their duties honestly, efficiently and impartially, a great public service is rendered.

Throughout our history crime has been a major social as well as political problem. Right thinking citizens have always become indignant when crime and official corruption are rampant. Perhaps citizen interest in crime, official corruption and the influence of the racketeering element on government reached its highest peak during the public hearings held in 1950 and 1951 by the United States Senate Special Committee To Investigate Organized Crime. This Senate Committee found "a lack of knowledge of crime conditions on the part of the citizens living in the cities visited . . ." but "even where some knowledge was present, the leadership to do something about malodorous crime conditions was frequently lacking." Based on its observation of the work of citizens crime commissions in Chicago and Miami the committee recommended the formation of similar organizations in every metropolitan area. The function of these citizens crime commissions, said the committee, is "to provide both knowledge and guidance" and "to expose pitilessly the racketeers who grow fat on crime and their allies in law enforcement and in political organizations."¹

In full accord with this recommendation of the special Senate Committee was the eminent student of government, Raymond Moley, who wrote: "Public opinion is, after all, the force behind good government, and we must look to that force to

¹ Third Interim Report of the Special Committee To Investigate Organized Crime In Interstate Commerce, Pursuant to S. Res. 202, 81st Congress, 82nd Congress, 1st Session, Senate Report No. 307, Washington, D.C. U.S. Government Printing Office, 1951, p. 30.

correct or at least to lessen the evils . . . of crime and evil politics. But public opinion must find a mechanism through which it can operate . . . it has been found that a workable means of implementing public opinion in a city or other local area is a permanently established private association of public-spirited citizens. Such an organization has been the Chicago Crime Commission, established in 1919 and still in active and effective operation. The plan and purpose of a city crime commission," wrote Moley, "is simple. First, there is a group of citizens of influence, willing to serve actively as a board of directors. Next, money must be contributed by citizens and businesses. Then a staff must be organized to . . . continuously . . . keep well-organized records of all who might be recognized as professional criminals, gangsters, racketeers, and others related to the dark world between crime and politics. . . . Next, there must be professional observers who frequent the courts and watch proceedings daily . . ."²

In recent years the Chicago Crime Commission has received inquiries from men and women in hundreds of American cities requesting advice as to how a citizens crime commission may be formed. This type of inquiry is important, particularly since numerous crime commissions have been started but only a few have continued to function effectively over an appreciable length of time.³ The failure, in many instances, stemmed from faulty organization of the commission at its very inception. Unless a citizens commission is built upon a sound foundation its chances of success are meagre indeed.

SPONSORSHIP

Although sponsorship by an established organization of standing in the community is not absolutely essential, it is certainly most helpful. The Chicago Crime Commission was started under the auspices of the Chicago Association of Commerce and Industry almost four decades ago. It has a record of continuous successful operation since January 1919 and much of its financial support stems from important business interests of the city. The guiding forces behind the formation of citizens commissions in Baltimore and St. Louis were also local chambers of commerce. Grand jury recommendations resulted in the formation of citizens commissions in Kansas City and New York City, although in both instances influential business men were prominently identified with the leadership which resulted in their organization. In Miami the local bar association was the sponsoring agency for the crime commission. Of course, sponsorship of a chamber of commerce, a bar association, or similar reputable organization in a community will not in itself assure the success of a crime commission. However, sponsorship of this nature is very advantageous in obtaining early public acceptance of the new commission. Conversely if the sponsoring agency does not have a high standing in the locality it can prove harmful and make it difficult for the commission to obtain the necessary public support.

² After Kefauver—What?, by Raymond Moley, Newsweek, May 7, 1951. Many years ago Mr. Moley served as consultant to several crime commissions and had first hand knowledge of the work of the Chicago Crime Commission to which he makes numerous references in his book entitled "Politics and Criminal Prosecution", 1929, Minton, Balch & Company, New York.

³ For a brief history of the crime commission movement in the United States see article entitled "Citizens Crime Commissions" by Virgil W. Peterson, Federal Probation, A Journal of Correctional Philosophy and Practice, Washington, D.C. March 1953, Vol. XVII, Number 1, pp. 9-15.

LEADERSHIP

Whether or not a new commission is to have the sponsorship of an established agency, such as a chamber of commerce or a bar association, it is of the utmost importance that its leadership be vested in persons of high standing and influence in the community. Men who have demonstrated a genuine interest in civic affairs and a capacity for leadership will inspire public confidence and support. And in order to fulfill the objectives of the commission it is imperative that the leaders be individuals who have not engaged in any recent partisan political activity and who are definitely not prospective candidates for public office. If this negative qualification is not present in the leadership of a new commission, the suspicion may arise that the motivation for the new organization was political. Naturally, this would be fatal to the success of the commission. Likewise, it must be evident that the leaders have no personal axe to grind.

FORMATIVE STAGES

In laying the groundwork for a citizens crime commission it will be necessary for the leaders of the movement to meet with a number of outstanding citizens for the purpose of awakening their interest and enlisting their support. In the early stages it will be advisable to hold a meeting of those who have agreed to serve as charter members of the commission. The purpose of this meeting will be to formally organize the citizens crime commission, adopt by-laws, elect temporary officers, and make arrangements to obtain a non-profit corporate charter in the state in which it is to operate.⁴

The initial membership should represent a good cross section of important business, industrial and financial interests, the legal, medical and other professions, as well as all vocations which properly have a vital interest in community affairs. It is important that the membership be representative of the various professional and business interests in the locality. It should not be too heavy with any one type of vocation. This is particularly true with respect to the clergy. While it may be desirable to have clergymen represented in the membership, such representation should not be disproportionate or the commission may be labeled a reform organization intended to improve or regulate private morals. A misconception of the commission's purposes and functions would seriously impair its effectiveness.

In the last analysis the membership of a citizens crime commission constitutes its governing body. Hence all members should be screened carefully to assure a genuine sympathy with the objectives of the commission. Individuals who may have ties with the racketeering element should never be considered for membership. The same principle applies to men who are affiliated with companies having questionable ownership or control. Individuals with personal ties or business associations with the underworld may attempt to gain membership in a commission or contribute to its financial support with the view of "buying" good will and influencing its decisions. The by-laws of a commission should also deny membership to any person who holds an elective or appointive political office having jurisdiction over matters relating to law enforcement or the administration of justice. Likewise it should be specifically

⁴ See Appendix "A" for copy of the by-laws of the Chicago Crime Commission.

provided that once a member becomes a candidate for, or is appointed to, a political office of that nature he will be dropped automatically from the rolls of the commission.

The strength of a citizens crime commission depends upon the high quality of its membership rather than its size. The Chicago Crime Commission, through its by-laws, places a limitation of 200 on its membership although in practice the number has always been under 150. All prospective members are screened by a special committee. The chairman of the membership committee is usually a man who has a wide acquaintance among the city's civic leaders. Names are presented in writing to the membership committee by active members of the commission. Complete data regarding the prospective member's occupation or profession, educational background and civic activities are provided on a printed form which bears the signature of the sponsor. The membership committee carefully considers the qualifications of the proposed member and, if necessary, has additional inquiries made before final action is taken. If the name is approved by the committee it is then formally presented to the Board of Directors for election to membership or rejection. The action of the Board of Directors is final.

Some commissions have adopted a policy of admitting members upon the payment of specific annual dues. Such a policy, unless administered with great care, is fraught with certain possible dangers. It definitely ties up membership with the program to raise funds. The soundness of this policy may be seriously questioned. In the first place, it becomes considerably more difficult to adhere to proper membership standards. Many individuals who have underworld or racketeering associations would be willing to pay the specified dues in order to become a member of the commission. This would give them a voice in formulating the commission's policies and enable them to serve as a pipeline to the underworld. Membership standards in a commission should be high and never based solely on financial support. Many individuals who by training and experience would make ideal commission members may not be in a position to contribute financially. Yet, by virtue of their background, they may be invaluable as commission members. In the second place, specified membership dues may hamper rather than help the financial program. Some individuals may be able and willing to make large contributions toward the work of a citizens crime commission. However, if the commission relies on specified membership dues for its financial support these persons would rarely contribute more than the prescribed sum. In addition, specified membership dues might have a tendency to discourage smaller contributions from large numbers of non-members. At any rate, membership and fund raising should never be handled as a single program nor should there be a direct relationship between these two phases of the commission's activities.

THE OFFICER STRUCTURE

The officer structure of a commission is largely discretionary. The Chicago Crime Commission officers include a president, three vice-presidents, treasurer, assistant treasurer, secretary and assistant secretary. Each officer is elected for a one-year term at the annual meeting of the commission. The chief executive officer of the commission is the president. The by-laws provide that the president cannot serve

more than three successive terms. The board of directors consists of all elected officers, all past presidents and twenty-one members elected by the membership for terms of three years. The twenty-one members are divided into three classes of seven each. At each annual meeting the term of office of one class (seven members of the board of directors) expires and the vacancies are filled through election.

At one time the by-laws of the Chicago Crime Commission provided that upon the election of a new president the out-going president automatically became the chairman of the board of directors. This provision was adopted to assure continuity of policy and action from one year to the next regardless of a change in officer personnel. While this objective is highly desirable, it was found that the means of achieving it created an administrative weakness. There was a tendency to divide the chief executive authority of the commission between the president and the chairman of the board. This division of authority presented difficulties when the staff required an immediate decision and honest differences of opinion arose between the president and the chairman as to the proper course of action. The staff should never be placed in a state of uncertainty as to executive authority and the by-laws of the Chicago Crime Commission were amended to abolish the office of chairman.

The board of directors of the Chicago Crime Commission has regularly scheduled monthly meetings seven times a year. When necessary, special meetings are also called. The total membership of the commission meets twice annually. At the final meeting of the year the officers and board of directors are elected. A close liaison is maintained between the board of directors and the staff through the executive committee. The executive committee consists of the officers of the commission, past presidents, the chairmen of the finance and membership committees, and three members of the board of directors appointed by the president. The executive committee meets every other week with the operating director and other designated members of the staff. Matters of policy and current operations are discussed. Between meetings of the Board of Directors the executive committee is vested with full power to make decisions and initiate action.

In the day by day operations of a citizens crime commission matters are constantly arising which require the prompt attention of the staff. Hence it is essential that the executive head of the staff be well qualified by experience and background to make prompt decisions and exercise good judgment. He must be a person in whom the officers and board of directors will have complete confidence to carry out the policies of the commission.

SCOPE OF ACTIVITIES

At an early stage it will be necessary to determine the proposed scope of the commission's activities. In this connection the objectives of the commission must be clearly defined. For example, the Chicago Crime Commission, as specified by its by-laws, shall (1) "act as a non-political, non-partisan, scientific agency of the people of Chicago and Cook County, Illinois, in determining whether public officials and others who are charged with the duties of suppressing, preventing, and punishing crime, and the general administration of justice are performing their duties honestly and efficiently; (2) report to the public the results of such determinations and to take

whatever action the Commission considers appropriate under the circumstances; and (3) promote and engage in scientific research within the fields of criminology, law enforcement, and the administration of justice generally, and to publish the results of such research so that they may be put to practical use." Within the meaning of these objectives there is naturally a vital interest in the problem of organized crime and its insidious effect on government generally and on law enforcement in particular.

A staff is necessary in order to achieve a commission's objectives. The size of the staff required will depend on the breadth, as well as the intensity of the commission's coverage. Existing crime commission staffs vary in size from two persons to twenty-five. The Chicago Crime Commission's present staff of twenty-five persons includes investigators, representatives in the criminal courts to observe the administration of criminal justice, statistician, administrators, file clerks and stenographers, all of whom are under the supervision of the operating director. Some commissions have performed effective work with the services of only an operating director, and a stenographer who also handles the filing system.

After determining the size of the staff required to fulfill the objectives of a commission it will be possible to estimate the operating budget. From a study of citizens crime commissions presently in existence it is found that the budgets range from about \$25,000 to \$165,000 per annum.

FINANCIAL SUPPORT

Usually it will require from three to five years for the work of a commission to show substantial progress in improving conditions in a community. When a new commission is formed it is highly desirable to obtain commitments from contributors for specified annual sums for a minimum of three years. With commitments that will assure the operation of the commission for at least three years the new organization can start on a sound foundation and attract highly competent persons to its staff. Competent experienced staff members are essential for the successful operation of a citizens crime commission and an organization which is not founded on a sound financial basis will probably not attract this type of personnel.

Fund raising requires organization and intelligent direction. It cannot be handled in a haphazard fashion if it is to meet with desired results. Of primary importance is the selection of a well qualified chairman of the finance committee. He should have a genuine interest in the work of the commission and a deep-seated conviction as to its need. He should be a man of stature in the business or professional world with a wide acquaintance among civic minded executives who are able to contribute liberally. He must be in a position to devote a considerable amount of time toward the organization and direction of fund raising activities.

The services of attorney members of the commission should be utilized in obtaining a non-profit corporate charter from the state government. As soon as practicable the attorneys should apply to the Commissioner of Internal Revenue for a ruling that will make contributions to the organization deductible for income tax purposes. With this application there must be filed evidence of the purpose and functions of the commission. In proper cases the Commissioner of Internal Revenue has ruled that the commission is exempt from Federal income tax under the provisions of section 101(6)

of the Revenue Act of 1938 and contributors are permitted to deduct their donations in computing their taxable net income in the manner and to the extent provided by section 23(o) and (q) of the Internal Revenue Code. Prospective contributors are naturally interested in the status of their donations in so far as income tax is concerned and a definite answer cannot be given until a formal ruling has been made by the Commissioner of Internal Revenue.

Substantial financial support can be expected from many who have been accepted as members of the commission but it need not be limited to that source. Throughout the existence of the Chicago Crime Commission since 1919 the membership has rarely, if ever, exceeded 150 outstanding civic leaders. The financial support of this commission, however, has been received annually from approximately 2,000 contributors. In fact, in commission affairs the terms "member" and "contributor" should not be considered synonymous. A membership of two-thousand persons for example, would probably be too unwieldy for the effective operation of a citizens crime commission. Yet, in some instances, that number of contributors is necessary to assure adequate financial support.

Virtually all civic agencies have problems in fund raising. Proposed short cuts and easy infallible methods are usually illusory. For example; it has been proposed that with an annual budget of \$100,000 it would be comparatively simple to obtain donations of only one dollar each from 100,000 contributors. It is suggested that this method would broaden the base of interest in the commission and would remove the difficulty of obtaining substantial donations from a relatively small number of contributors. However, based on experience, the responses to letters of solicitation would probably not exceed one or two per cent. On this basis a minimum of 5,000,000 letters would be required to secure 100,000 contributions of one dollar each. First class postage alone on this number of letters would amount to \$150,000 and the costs of stationery, typing or printing and staff necessary to prepare the mailing would be prohibitive. Solicitation of funds through newspaper advertising will also prove costly and usually the results will be very limited. If it were possible to secure contributions of one dollar each from 100,000 donors during one year, costly follow-up correspondence would be required the following year to raise the necessary budget.

The Chicago Crime Commission has found that the key to its fund raising program is the selection of a finance chairman of high standing in the business and professional world who is vitally interested in the objectives of the organization and who has sufficient time to devote to this work. This man organizes prospective contributors into groups according to their business or profession. He secures the cooperation of one man in each group to solicit support from those within his type of business or profession. This is handled by letter over his signature; by personal solicitation, or both. Frequently a small number of executives, usually those affiliated with the same type of business, are invited to lunch. The work and functions of the commission are explained and financial support is solicited. A record is kept of each contributor, the amount of the gift, and the month in which it was received. During the same month the following year a letter is directed to him advising of his previous contribution and requesting a renewal. A big percentage of the Chicago Crime Commission's budget is raised each year through mail solicitation. One member of the clerical staff keeps the

finance books and records and determines to whom the letters shall be sent each month. All of this work, however, is under the direction of the chairman of the finance committee.

Whatever method may be used in raising funds there is one sound principle which should be adopted. The responsibility for obtaining financial support should rest with the officers and members of the commission and not with the paid executive or other members of the operating staff. Members of the staff are employed to deal with the crime problem. If they are used to raise funds the work of the commission will suffer. Too much of their time will be consumed in just raising enough funds to pay their salaries and genuine staff efforts to improve conditions may be interpreted by the public as activities designed to secure financial support.

A citizens crime commission must always exercise sound judgment in its solicitation of funds. Financial support should never be requested from individuals or companies of questionable background. In fact, unsolicited contributions received from individuals or companies engaged in unlawful activities should be promptly returned. If funds are accepted from such sources it may be falsely charged that the commission's activities are influenced by financial considerations. Charges of this nature, even though untrue, might result in a loss of public confidence in the organization.

As a matter of policy, funds should not be solicited or accepted from officials charged with the duty of enforcing the law or administering justice. The same principle applies to contributions from any branch of government. The strength of a citizens crime commission lies in its objectivity and independence, qualities which may be seriously impaired if it accepts any portion of its financial support from governmental officials or agencies.

From time to time state legislatures have established crime commissions and appropriated money for their operations. While a number of such commissions have performed outstanding work for short periods of time, it is obvious that they are dependent upon the dominant political party of the legislature for their very existence. And generally, any probe by a legislative commission that might cause unfavorable publicity to any faction of this party would result in cutting off the appropriation. Legislative commissions are usually established for limited purposes and are of short duration. Official bodies of this type should not be confused with a citizens crime commission that must at all times remain independent, fearless, and impartial.

THE STAFF

Following the organization of a citizens crime commission and after adequate financial support has been assured, steps should be taken to employ a staff. The first person to be employed will be the one who will head the staff. He may be given the title of operating director, executive director, managing director or some similar designation. This person should have a background of experience in the field of crime detection or suppression together with a first hand knowledge of police, prosecutors and courts. Several of the citizens crime commissions presently in existence are headed by men formerly affiliated with the Federal Bureau of Investigation. Others have had experience in some branch of local law enforcement or in prosecutor's offices. Since organized crime is an important problem in most municipalities it will be advan-

tageous if the head of the staff has had experience in the investigation or prosecution of important gangster elements. Other things being equal, a man with a knowledge of local conditions is preferable. The primary requisite, however, is unimpeachable integrity.

The responsibility for the selection and employment of the remaining members of the staff should be placed with the operating director. From the standpoint of sound administration these staff members should be accountable to the operating director who in turn is responsible to the officers and the commission's board of directors.

The staff requirements of any citizens crime commission will be controlled largely by its objectives, the intended scope of its activities, and the available budget. As previously indicated, some commissions have performed effective work with a staff limited to an operating director and a stenographer who also handles the necessary filing and indexing. In most of the major cities the staff requirements will be considerably larger. The Chicago Crime Commission's staff usually consists of about twenty-five employees. At times the number of staff employees has exceeded thirty. All members of the staff are salaried employees and devote their entire efforts to some phase of the city's crime problem.

Court observers are assigned to the criminal courts and some of the specialized branches of the municipal courts. These representatives watch the administration of criminal justice and submit a report on each case heard in the courts. The reports reflect the efficiency as well as the industry of the prosecutors and courts. They point out weaknesses in existing criminal law and procedure as well as abuses which need correction. They are thoroughly indexed and the commission is in a position to analyze all cases handled by a particular prosecutor or judge as well as those in which certain defense attorneys have appeared. Persons employed as observers should have had experience in the courts and a practical knowledge of their operation.

The position of investigator is highly important to the successful operation of a citizens crime commission. Long experience in criminal investigations and unimpeachable integrity are basic qualifications for this position. The chief investigator of the Chicago Crime Commission as well as some of the other members of the investigative staff were formerly agents of the Federal Bureau of Investigation. Others were formerly engaged in the Intelligence divisions of the armed services. The investigator conducts inquiries and collects irrefutable facts regarding crime conditions in particular localities or the city as a whole. His work is not intended to duplicate that of the duly constituted law enforcement authorities. Instead, his function is to determine independently the true crime conditions as well as the efficiency and honesty of officials charged with the duty of enforcing the law. It is not his job to collect evidence for presentation in court or to investigate individual crimes. These functions are properly those of the police and the prosecutor. He is primarily interested in determining the pattern of law enforcement. If conditions are bad, the reports of the investigative staff will arm the commission with facts that are presented to responsible officials with a demand for correction. If there is no improvement, the facts are made public. And when the power of public opinion is brought to bear on public officials they usually find ways of correcting bad situations in an expeditious manner. It is also a principal function of the investigator to develop all available information re-

garding the major criminals, gangsters and racketeers of a community, their associates, and any affiliations they may have with law enforcement or public officials.

It frequently becomes necessary for a citizens crime commission to make public reports that are unfavorable to powerfully entrenched politicians, law enforcement officials and gang leaders. Enemies thus made are often influential and unscrupulous. They will naturally be unceasing in their efforts to discredit a citizens crime commission. Hence, information imparted by a commission to officials and to the public should be expertly gathered and unassailable. All staff members must possess the dual qualification of competence and integrity.

The heart of a crime commission office is its file and record system. Information obtained from complainants, developed by investigators and court observers, gleaned from the newspapers or through correspondence must be appropriately filed and thoroughly indexed. An important commission function is to determine crime conditions in various localities in the community with a view to fixing official responsibility. In furtherance of that objective, the Chicago Crime Commission maintains separate files on each police district, the county beyond the city limits and various important suburban towns. All reports relating to a particular locality are placed in the pertinent file. There are also maintained separate files pertaining to principal law enforcement officials including prosecutors, judges and police. All information having a bearing on the efficiency of these officials is placed in the appropriate files. Separate files are kept on the major types of organized crime and on the principal individual gangsters and racketeers. Where it is impossible to place all material relating to a subject matter in one file cross-indexing makes the information readily accessible.

Some commissions have placed considerable emphasis on crime statistics. Obviously, crime figures are very helpful in determining trends and rounding out the complete crime picture. However, the objectives of a crime commission can never be attained through the use of statistical data alone. The compilation and interpretation of statistical data should never be the principal function of a citizens commission. The personnel utilized as statisticians should have a thorough understanding of crime figures, their proper usage and an appreciation of their limitations.

Following the employment of the operating director it will prove advantageous to have him spend several days with a well established citizens crime commission. He can make first-hand observations of a commission in operation, adopt procedures that have proven successful and avoid mistakes that might result in great harm to a new commission. The executive heads of many new citizens crime commissions have spent considerable time in the offices of the Chicago Crime Commission and have received guidance that proved beneficial to the new organization.

PUBLIC STATEMENTS AND REPORTS

The dissemination of accurate information on crime conditions and the calibre of performance of law enforcing and prosecuting officials is a major function of a citizens crime commission. Information may be imparted to the public through official reports of the commission, formal press releases, speeches, or informal statements made to news reporters in response to specific questions in connection with a current criminal matter. As a matter of sound policy there must be a designated spokesman

for the commission. The by-laws of the Chicago Crime Commission provide that "The President and the Operating Director shall be the authorized spokesmen for the Commission." This provision is sound. The president and the operating director are closer than anyone else in the commission to its day by day operations. They are aware of the results of any studies that the staff may have made regarding local problems. Any statements they make will be based on the studied considerations of the staff and will reflect the true position of the commission. If public statements are not restricted to designated spokesmen, such as the president and operating director, numerous commission members may attempt to speak for the organization without having sufficient facts. Opinions may be expressed that are in conflict with findings based on careful staff investigation and research. The commission would thus be open to the accusation of taking inconsistent positions and its effectiveness would be seriously impaired. The spokesmen of a new commission, in particular, must studiously avoid making any intemperate or ill-considered public statements.

The Chicago Crime Commission furnishes information to the public through press releases, news letters, and printed reports. The results of its research on specific crime problems have been printed in pamphlets dealing with such subjects as gambling and embezzlement. With the view of improving law enforcement and assisting police officers, manuals have been printed on the law of arrest, search, and seizure and on the broader subject of criminal law and procedure. To aid grand jurors in performing their duties more effectively and assuming their full responsibilities a manual was printed and is distributed to the members of each incoming grand jury. The results of other research and surveys have been set forth in articles appearing in the commission's official journal called "Criminal Justice".

The timing is important in releasing reports to the public on official inefficiency or on bad conditions in a particular area. As a general policy, the Chicago Crime Commission submits its findings to the head of the department responsible for the bad conditions or the inefficiency. This official is given a reasonable opportunity to take appropriate action. If this is done the commission usually does not make the report public. On the other hand, if the responsible official fails to take steps to substantially improve conditions the commission releases a factual report to the public. This policy is eminently fair to the public official and places the citizens crime commission in a strong influential position. It automatically eliminates the usual excuse of officials that unawareness of the bad conditions caused their inaction. And it places the public official on notice that he may avoid public criticism by promptly initiating corrective measures based on information submitted to him by a citizens crime commission.

CONCLUSION

In almost every section of the country there are powerful alliances between underworld elements and politicians. Under such conditions good government and effective law enforcement are impossible. These conditions can be reduced to a minimum only through the constant vigilance of the public. The average citizen, however, usually does not have the time nor the experience to gather the necessary factual data to make an effective battle against the forces of crime and corruption. A citizens crime

commission that is well organized, adequately financed, and competently staffed can be a tremendous force for good government in a community. Democratic government can be successful only when officials are held accountable, and it is the primary function of a citizens commission to fix this responsibility.

APPENDIX "A"

CHICAGO CRIME COMMISSION BY-LAWS

Preamble

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

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

ARTICLE I

Membership

Section 1. Any person not a holder of or candidate for public office having a direct relationship to law enforcement or the administration of justice, who is interested in the objectives and functions of the Commission may become a member upon his sponsorship by a member of the Commission, the recommendation of the Membership Committee, and a three-fourths vote of the Board of Directors.

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

Section 2. Membership shall be only for the period of time between a member's election and the next December meeting of the Commission, except that:

- (a) it may be extended from year to year, as provided in Section 3 of this article;
- (b) the membership of the Board of Directors shall extend to the full period of their office as directors; and
- (c) the membership of "Life Members" shall be for life, provided, however, that any director or life member who loses his membership by reason of Article VII shall thereby relinquish his position as director or life member.

Section 3. Not later than October 1st of each year, the Membership Committee shall review the membership list of the Commission and recommend to the Board of Directors the names of members whose membership should be extended or discontinued. The Board of Directors shall at the October meeting, by three-fourths vote of those present, elect those members whose membership the Board decides to extend for the following one-year period beginning with the membership meeting in December. The list shall be transmitted to the Secretary not later than November 5th. The Secretary shall prepare and mail copies of the list, by November 10th, to all members of the current year. Anyone whose name does not appear on the Board of Directors' list shall no longer be considered a member of the Commission after the following December meeting. The decision of the Board of Directors regarding membership matters is final and not appealable to the full Commission.

ARTICLE II

Officers and Directors

Section 1. Officers. The officers of the Commission shall be a President, three Vice-Presidents, a Secretary, an Assistant Secretary, a Treasurer, and an Assistant Treasurer.

Section 2. Executive Committee. The Executive Committee shall consist of the officers of the Commission, the Chairman of the Finance Committee, the Chairman of the Membership Committee, and three members from the Board of Directors as may be designated by the President, as well as all past presidents who are members. Except for the power of the Board of Directors respecting election of members, appointment of the operating director of the Commission, the amending of the By-Laws and endorsement of candidates for public office, the Executive Committee shall have the same powers and duties as the Board of Directors, between meetings of the Board. Where reasonably possible, matters of general policy shall be determined by the Board of Directors.

Section 3. Board of Directors. The Board of Directors shall consist of:

- (a) Twenty-one members, elected as prescribed in Article III;
- (b) the officers of the Commission; and
- (c) all past Presidents who are members

Section 4. Tenure and Succession of Office. All officers shall hold office until the next December meeting, or until the election of their successors. In the event of an officer or Director's inability to complete his term of office, the Board of Directors shall select a successor to serve until the next December meeting of the Commission.

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

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

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

ARTICLE III

Nominations and Elections

Section 1. On or before the first day of October of each year the President shall appoint, with approval of the Executive Committee, a Nominating Committee consisting of five members. It shall be the duty of the committee to consider and submit in writing to the President on or before November 1st, the committee's nominations for the various offices, including members of the Board of Directors.

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

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

Section 2. Elections shall be held at the December meeting of each year. The elected officers and directors shall take office at the conclusion of the December meeting.

ARTICLE IV

Management and Operation

Section 1. Board of Directors. In addition to the powers of the Board of Directors which are herein specifically prescribed, the Board is vested with the general management and operation of the Com-

mission. The Board shall appoint the Operating Director and formulate the general policies, program, and procedures of the Commission.

Section 2. Operating Director. The Operating Director shall appoint the operating staff, supervise all operations and functions of the staff, and perform the other duties which may be prescribed by the Board of Directors or the Executive Committee. He shall act under the direct supervision of the President.

Section 3. Executive Committee. In the intervals between meetings of the Board of Directors, the Executive Committee shall have the same power and perform the duties of the Board, subject, however, to the limitations specified in Article II.

Section 4. President. The President shall be the chief executive officer of the Commission. He shall preside at all meetings of the Executive Committee, of the Board of Directors, and of the full Commission. He shall also execute all contracts and agreements authorized by the Board of Directors or the Executive Committee.

Section 5. Vice-Presidents. Any Vice-President may be selected by the President to act in his absence. If no such selection has been made the duties and the functions of his office shall be performed by the Vice-President in attendance who is senior in term of service in such office, or in the event no such seniority exists, the responsibility shall be that of the Vice-President with seniority as a Commission member.

One of the Vice-Presidents shall be selected by the President to supervise and coordinate the activities and functions of the various committees.

Section 6. Treasurer. The Treasurer shall have charge of the funds of the Commission and shall keep all moneys in the name and credit of the Commission in such bank or banks as may be designated by the Executive Committee. He shall keep full and accurate books of account, and disburse the funds of the Commission upon vouchers signed by the Operating Director or such staff member or officer as may be designated by the Executive Committee. Whenever the President or the Executive Committee shall require, the Treasurer shall furnish an account of his transactions as Treasurer and of the financial condition of the Commission. In the name of the Commission he shall endorse for collection or transfer, all checks, notes, bills of exchange and other evidence of indebtedness due the Commission or coming into its hands.

Section 7. Assistant Treasurer. In the absence of the Treasurer, certified to by the Operating Director, the Assistant Treasurer shall exercise all powers of the Treasurer.

Section 8. Secretary. The Secretary shall be responsible for keeping minutes of all meetings of the Board of Directors and of the Executive Committee and shall report to the Board of Directors and the Executive Committee as and when required.

Section 9. Assistant Secretary. In the absence of the Secretary, certified to by the Operating Director, the Assistant Secretary shall exercise all the duties of the Secretary.

Section 10. Voice of the Commission. The President and the Operating Director shall be the authorized spokesmen for the Commission.

ARTICLE V

Meetings

Section 1. Commission. There shall be two (2) meetings a year of the members of the Commission, at which the President and Operating Director shall report on its affairs and operations. Such meetings are to be held on the first Thursday of April and December at an hour and place to be determined by the Executive Committee.

At the December meeting of the Commission there shall be an election of officers and directors.

Special meetings of the Commission may be called by the Board of Directors, or the Executive Committee, at any time upon such notice and at such place as the Board shall determine.

Whenever circumstances permit, there shall be at least one meeting of the Commission each year, to which contributors and friends of the Commission shall be invited. The plans and arrangements shall be the responsibility of the Executive Committee.

Section 2. Board of Directors. The Board of Directors shall meet monthly on the first Thursday of each month, at a time and place determined by the Board, except that there shall be no regular meetings of the Board during the months of April, June, July, August and December. Special meet-

ings of the Board may be called, however, upon a 3 days' written notice by mail, by any five directors, or by the Executive Committee, or by the President of the Commission. At any meeting of the Board eleven (11) members shall constitute a quorum.

Section 3. Executive Committee. The Executive Committee shall meet at such time and place as the Committee may determine. At any meeting of the Committee five (5) members shall constitute a quorum.

ARTICLE VI

Committees

Section 1. There shall be a Finance Committee, a Membership Committee, and a Committee on Legislation. Their duties shall be fixed by the Executive Committee, which may also create such other committees as may be necessary in its judgment to carry out the functions of the Commission.

Section 2. The President shall have the power to name the chairman and members of the committees, subject to the approval of the Executive Committee.

Section 3. The President and Vice-President in charge of committee supervision shall be ex-officio members of all committees.

ARTICLE VII

Political Activity Restriction

Section 1. No officer of the commission, as defined in Section 1, Article II, shall publicly endorse or participate in the election campaign of any candidate for public office having a direct relationship to law enforcement or the administration of justice; nor shall any officer appear on any radio, television, or other public program of any candidate for such office except in instances where the Board of Directors specifically approves such endorsement, participation or other public appearance.

Section 2. Non-officer members, or members of the Board of Directors, who wish to publicly endorse a candidate or participate in any such election campaign shall not identify themselves or authorize others to identify them as a Crime Commission member in any such endorsement or political participation.

Section 3. Whenever any member of the Commission is elected or appointed to any public office, having a direct relationship to law enforcement or the administration of justice, or becomes a candidate for such office, his membership in the Commission shall terminate.

Section 4. No member of the operating staff may hold or be a candidate for a political office; nor shall any member of the staff publicly endorse or participate in the campaign for the election of any candidate for public office having a direct relationship to law enforcement.

ARTICLE VIII

Classification and Size of Membership

Section 1. Life Membership. Members of the Commission who, in the judgment of the Board of Directors, have rendered meritorious service to the Commission for a period of ten years, may be classified as Life Members.

Section 2. The membership of the Commission shall not exceed two-hundred (200) members exclusive of Life Members.

ARTICLE IX

Amendments

These By-Laws may be amended by a two-third vote of the Board of Directors present at any regular or special meeting, provided, however, that no amendment shall be made unless a copy of the proposed amendment shall have been mailed to every member of the Board at least thirty (30) days prior to the meeting at which the amendment is to be put to a vote.

Amendments may be proposed and submitted on order of the Executive Committee, or by any 10 members of the Board of Directors.

Adopted this 4th Day of February, A.D. 1954.