

A NEWSLETTER OF THE POLICE EXECUTIVE RESEARCH FORUM



Foundations Help to Fund Innovation and Creativity In Policing PAGE 3

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Reporters Offer PERF Chiefs Hard-Boiled View of Media Relations

POLICE CHIEFS ARE MORE LIKELY TO RECEIVE FAIR news media coverage if they spend some time cultivating relationships with reporters and try to provide as much information as possible as soon as possible, even when a big, complicated story is still evolving, according to a panel of news media experts convened at PERF's Annual Meeting on April 24 in Miami.

The panel consisted of *Los Angeles Times* police reporter Jill Leovy, FBI Assistant Director for Public Affairs John Miller, and Mi-

chael Putney, senior political reporter and anchor for WPLG, the ABC television affiliate in Miami. The panelists made a lively and candid assessment of police-news media relations, and offered the police officials in attendance their tips about how to work more productively with reporters.

Ms. Leovy began the session by describing how she came to launch a major innovation in crime reporting. The LA *Times*, like other big-city newspapers, has too little space to cover every homicide that is committed in the city, and the result, she said, is that a major story—the day-to-day presence of high levels of violence in the city—is simply not reported. But the Internet version



FBI Assistant Director for Public Affairs John Miller, *Los Angeles Times* police reporter Jill Leovy, and WPLG senior political reporter and anchor Michael Putney

of the *Times* has plenty of space, so last year Leovy created *The Homicide Report*, an ongoing feature in the *Times* Web site, which aims to provide as much information as can be gathered about every homicide reported to the Los Angeles County coroner.

"The crime problem is just so giant and overwhelming in our urban centers in America that it's become part of the wallpaper. It's so large that it's invisible," Leovy said. *The Homicide Report* is intended to bring the crime story back to the front of the city's consciousness.

CRIME STORIES ARE EASY TO DO

Mr. Putney concurred: "The mainstream print media in South Florida, the *Miami Herald* and the *Sun-Sentinel* in Fort Lauderdale, basically don't cover homicides at all," he said. "The only news media that cover homicides or violent crime regularly and prominently are the TV stations like the one I work for. And I'm going to tell you the depressing reason why we do. It's because it's one-stop-shopping. You can send a 24-year-old reporter to a crime scene, and that inex-

> perienced and probably not-very-good reporter—but it's somebody who's extremely attractive and looks good on camera—that person, with a good photographer, can get all the video he or she needs. If there's a good public information officer out there, you can get the explanation. And then you get—if you're in a poor neighborhood—the wailing family members, and presto, you've got a story. It is, however, as Jill said, a story basically lacking in context."

> Putney urged police executives to be careful about dealing with reporters. "I need not tell you that these 24- and 25- and 26-year-olds are trying to build their careers," he said. "And I'm sorry to say, too many of them don't really care if

their footprints as they ascend in their careers go right over the backs of your police officers and you."

The way for chiefs to get better coverage is not to shun the news media, but rather to learn which reporters are honest and thorough, Putney indicated. "You have to build a trust relationship," he said, "and the easiest way in my view to build a trust relationship is to make sure that whoever is speaking for your department is really straight with the media. If you are straight with the media, the >> continued on page 4

"Timoney Rules for Police Chiefs," Volume 1

OFTEN I HEAR ABOUT THINGS HAPPENING IN other police departments around the country and I think, "That's just like what happened to me 20 years ago in New York," or "That reminds me of a situation in Philadelphia a few years back." Of course things are always changing in policing, and new issues and problems are always cropping up, but some of the same types of issues keep happening over and over, because some things never change, like human nature.

So it occurred to me that maybe I can use my PERF column to take some of the lessons I've learned in 40 years of polic-

ing and share them with new chiefs. Who knows, maybe I can help some young chiefs sidestep a few of the pitfalls that I've run into over the years. I've made some mistakes along the way, and I hope I can share with others what I've learned. From time to time, I'll be writing about what I'll call "Timoney Rules for Police Chiefs."

Let's start with Rule Number 1: When a police department hires a new chief from outside the department, it's usually because people are looking for

change—so don't disappoint them. In fact, some people think that being an "agent for change" is an inherent part of the job for *any* police chief. But certainly in cases where a department has had some problems and they bring in a new chief, you shouldn't be shy about shaking things up. If things were going swell, they wouldn't have brought you in, would they? So right from the start, you should be thinking about new personnel, new policies, and new ways of looking at things in the department—*and how to make it happen*.

That takes us to a Corollary of Rule 1, which we'll call Rule Number 2: If you're going to make changes that some people aren't going to like, do it fast. If you come in to a new department and want a new command staff, don't ask for permission, and don't drag things out with some long process. It will only make the pain last longer, and give the people you want to demote time to challenge you. And of course the news media love any story that involves conflict, so they'll get into the act too, which can throw a monkey wrench in your plans. You're the chief, so act like one: Be tough, confident, and decisive. People will be less likely to fight you if they sense that you're strong. You may be surprised at how easy it is to make changes if you do it fast and don't give people an opening to fight you about it. You probably will only have a window of about three months after you arrive to make your big changes. That's when your bosses and the public are anticipating changes and are most likely to accept them. So don't waste your opportunity.

Maybe I can use my PERF column to take some of the lessons I've learned in 40 years of policing and share them with new chiefs.

Moving along to another area, here's **Rule Number 3:** Whenever there's a crisis, the first piece of information you get is always wrong. Part of this is just human nature—Your people will be afraid to tell you about things that went wrong, and they'll want to tell you what they think you want to hear. And part of it is that there is often a lot of confusion when something bad happens, so you have to expect that a lot of the early reports will be wrong. I've seen it time and again where chiefs go out and say something too soon and then, an hour later, a day later, a week later, they have to backtrack and explain how things

> got mixed up and the information was bad. That's not good, because it makes the chief look weak.

> Of course you can't just clam up and say nothing until every detail is nailed down. But what I advise is that you take the early information and look at it from a couple other perspectives before you use it. Talk to other people and get some confirmation before you take the information out on a limb, only to have the branch cut off from underneath you.

Here's another rule. **Rule Number 4: Don't ask your officers to do anything you wouldn't do yourself**. For example, if there's a big public protest or other situation where you need your officers to act with restraint, it helps if you can be out on the front lines with them. Now this can have a major drawback; sometimes you can't see the forest for the trees if you're right in the middle of things. But if the situation allows it, by being out with your officers, you can serve as an example of the kind of approach you want them to take. Actions speak louder than words when you're trying to show your troops how to perform well under pressure.

Over the coming months I'll add to the "Timoney Rules" as issues arise. I hope that some of my younger colleagues will find the rules useful. I've benefited in my career from some great mentors, and I hope there's some wisdom I can extract from the experiences I've had since I started in this great business of policing.



Chief John F. Timoney, PERF President

Foundations Help to Fund Innovation and Creativity in Policing

POLICE DEPARTMENTS IN DOZENS OF CITIES ARE benefiting from the creation of "police foundations" that raise money to pay for special police projects or equipment, while also helping to generate public support for the police, according to a panel of experts convened on April 24 at PERF's Annual Meeting in Miami.

Police foundations raise millions of dollars for things that benefit a community and its police department but for one reason or another do not receive public funding. Often, so much of a police department's budget is consumed by salaries, overhead, and other basics that there is little room for the innovative or creative projects, the panelists said. Police foundations help to fill that gap.

The panelists were all experienced managers of police foundations: Rene Cunningham, executive director of the Seattle Police

Foundation; Pamela Delaney, president of the New York City Police Foundation; and Karen Wagener, president of the Los Angeles Police Foundation.

WIDE RANGE OF FUNDED PROJECTS

There are approximately 35 to 50 established, viable police foundations in the United States, Ms.



Pamela Delaney, Rene Cunningham, and Karen Wagener

Delaney said. Most do not fund basic police services, such as officer salaries, patrol cars, and equipment that is routinely provided to officers.

Following are a few of the dozens of projects that the Los Angeles Police Foundation has funded since it was established in 1998:

- "Trauma shooting kits" that provide officers with essential equipment to stanch the flow of blood when an officer is shot or stabbed. These kits have been provided to all officers since 1999. "The kits are in every vehicle, and they have definitely saved three officers' lives," Ms. Wagener said.
- A "crowd communication system" that allows the LAPD to broadcast messages for 350 feet in all directions. The system also has a "phraselator" that translates commonly used messages into 35 languages.
- A mast-mounted camera for an LAPD SWAT vehicle that helps officers assess a crisis situation from as far as a mile away.
- 150 bicycles for the LAPD "Cops on Bikes" program.
- Various training programs in law enforcement management, ethics, and emergency medicine.

In New York City, the Police Foundation financed a program to offer all of the Police Department's 55,000 employees mental health counseling following the 9/11 attacks. And because the NYPD has had an especially difficult time with officer recruiting due to low starting salaries, the Police Foundation established a college loan reimbursement program that offers partial reimbursement of college tuition loans, up to \$3,000 a year for five years, to police candidates who remain employed by the NYPD for five years. ("The incredible side of this is that the union has filed a grievance against the Police Department, saying this is a matter for collective bargaining," Ms. Delaney said. "We'll just keep doing this because we think it's the right thing to do.")

Another innovative program funded by the New York Police Foundation has to do with the NYPD's International Liaison Program, which assigns detectives to key cities around the world to collect terrorism-related information relevant to New York City. "The city continues to pay their salaries and provide all their ben-

> efits, and what we provide is an allowance for living, for travel, and for things that would not be permitted under city regulations," Ms. Delaney said.

> In Seattle, the Police Foundation has several ongoing projects that it funds annually, including a community outreach program to build trust between the police and minority and im-

migrant communities, a program to help victims in the immediate aftermath of domestic violence incidents, a career development seminar for women in policing, and a tuition assistance program for police employees. Other grants address pedestrian safety, blackon-black violence, and disaster preparedness. And the Seattle Police Foundation has helped fund technology such as global positioning systems for the Harbor Unit, crime analysis software, a thermal imaging viewer for the SWAT team, electrostatic dust lifters for the Crime Scene Investigation Unit, and photo lab equipment.

TIPS FROM EXPERIENCED FUNDRAISERS

The experienced directors at the PERF meeting offered advice to colleagues who are considering or are just beginning to establish a police foundation.

First, don't assume that everyone will think a police foundation is a great idea. "The most surprising thing to me was the culture within the police department itself," said Ms. Cunningham. "The rank and file—not the leadership—was very hostile to the Police Foundation at the beginning. There was an attitude of distrust of anyone who wanted to come forward and help the Police Department. Officers said, 'This will come to no good. It will just lead to people telling us how we're supposed to be doing our jobs.' That was our largest hurdle to overcome. We also had to work carefully with the city council members and the mayor to make it clear we were not going to be a political organization."

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media-by and large-will be straight with you."

"REPORTERS ARE NOT YOUR FRIENDS—OR YOUR ENEMIES"

John Miller has been on both sides of the fence. In his current position at the FBI and a previous stint at the New York City Police Department, he has served as the chief spokesman for law enforcement agencies. He also held a top post at the Los Angeles Police Department, in charge of counter-terrorism and major crimes bureaus. And he has had a stellar career in journalism, at ABC News and other organizations, winning nine Emmys and many other awards.

"The first thing you need to know about reporters is they are not your friends," he told the PERF audience. "The second thing you need to know is they are not your enemy. In large measure, they are what you make of them."

Police officials should not view every encounter with reporters as a "jousting match," Miller said. Rather, they should see it as a "civics lesson" in which the chief is the professor, teaching reporters

about what the police are doing, why they are doing it, how they see their role in the community, and so on.

"If you're getting crummy coverage, 50 percent of it may be that they're just giving you lousy coverage, but 50 percent may be because you're failing in this ongoing civics lesson," Miller said.

WHAT TO DO WHEN

"THERE'S TROUBLE WITH THE INFORMATION"

Miller also advised chiefs to "get your good news out fast, and get your bad news out faster," and told a story that demonstrated an understanding of how difficult that can be. As a reporter, Miller said, he found that when there was a big police story, "the of-

ficial story from the police department was sometimes a long time coming." So he would never simply wait for the official story, but rather would talk to witnesses, victims, officers, and anyone else who could contribute to the story, and would try to piece it all together, testing what one person said against what others said, and trying to get to the bottom of things.

One week after taking the public information officer job at the New York Police Department, Miller said, there was a police shooting incident, and this time he had full access to everyone and everything. He could cross the yellow tape, interview the officer involved even as he was undergoing emergency room treatment, talk to everyone at the police command center, and so on.

"So I'm stringing all this information together, and finding that none of it fits at all," Miller said. "In fact, as time went on, from the first hour to the second hour to the second-and-a-half hour, the story kept getting blurrier and blurrier. I was driving backwards on the information highway."

Miller said he turned to John Timoney, then a top official at the NYPD, and said, "For the love of Jesus, I've been doing this for 20 years, and now that I'm on the inside, where I always thought you were huddled together with all the information right in front of you, I'm finding we don't know **** here! And Chief Timoney, looking at me like a pathetic child, says, 'Oh, Johnnie me boy, let me explain to you the first lesson of policing: If there's trouble getting the information, it's usually because there's trouble with the information.'"

"This would become my mantra," Miller said.

Furthermore, chiefs have to understand that "this is all moving much faster than it ever has before," Miller said. "It's not like you wait for the morning paper and then the 6 o'clock news and then the 11 o'clock news. There's all-news-all-the-time on cable, on the Web, on radio. There is no news cycle, because the cycle doesn't stop. So you have to be more agile, more adept, and more careful."

Chiefs should not make the mistake of waiting until they are certain they have a 100-percent accurate version of the entire story before saying anything to the media, Miller stressed. "What I tell my people in a crisis is that somewhere in the first hour, somebody should say something. Police tend to say, 'We can't go out fast and say something, because we usually don't know the story for a long time.' That doesn't hold any more, because if you don't become the source, if you don't say, 'I'm going to take control of the infor-



mation here and become the go-to person,' then the story runs away from you.

"Remember, the media are on all the time, which means if they don't have you on air, they will find somebody else," Miller concluded. "And you talk about so-called experts. If you directed traffic in Kansas City for 10 minutes and got thrown off the force, you seem to qualify as a terrorism expert on many of the cable stations. So I say go out and say something, and start off with this: "The information I'm about to give you is preliminary. It is likely that it will change. Let us tell you what we know. Let us tell you what we don't know. And let us tell you when we're going to come back

to update this.""

"DON'T BE AFRAID OF NUANCE"

Ms. Leovy took a less jaundiced view of the news media. "I would say, don't be afraid of nuance," she said. "A lot of what you're dealing with in policing is balancing different interests. It's complicated; it's nuanced. And there are a lot of reporters who, if you explain the nuances to them, can cover the nuances. And reporters are interested in not being lied to. Being lied to will really rev a reporter up. They're interested in getting to something accurate. They're not necessarily trying to get somebody's head on a stick."

Many police departments and other government agencies try to keep control over their media relations by having policies that prohibit most employees from talking to reporters. Instead, calls from reporters must be channeled to the public information department, in order to ensure that false information is not put out by police employees who may not know the entire story.

Leovy urged chiefs to reject such policies, and to allow any police officer to talk to reporters if the officer has accurate information to share. "Beware the kind of policy where control over the news is paramount, and where what the reporter is getting is spin from the top, delivered by middle-level people who are trying to spin on the spin," she said. "That will turn around and bite you faster than anything else."

Leovy said that trying to control news dissemination too tightly doesn't work. "Police officers are very chatty people," she said. "People talk no matter what. Reporters can get people to talk. So if you tell people not to talk, just know that you're narrowing it down to the most disgruntled people."

Leovy indicated that good journalists will avoid public information officers "or anything that's been packaged, or passed through three people," because they get more honest stories from the people who are directly involved. "Very early on, when I was covering the LAPD," she said, "there was an incident I was looking into, and a supervisor said to me, 'This shows how we've improved under the consent decree. There was this guy who had a gun and was wrestling with officers, but they didn't shoot him, because the officers were acting with great restraint.' I was curious, so I tracked down the officer and he said, 'No, that's not true at all. I got my gun out, and my gun jammed. And if my gun hadn't jammed, I would have shot that guy over and over and over again. I wasn't thinking about any policy; all I thought about was whether I was going to be alive a minute later.'"

Getting to the heart of stories like that not only produces better journalism; it produces better policing, Leovy indicated. "It speaks to a greater truth, and it speaks to policy issues that are important to understand if you're designing use-of-force policies."

In the end, Mr. Putney said, police chiefs should understand that news media relations are an inherently difficult aspect of their jobs. "I think that you in policing and those of us in the media are doing this strange dance together, and each of us believes that we are leading, and that makes for some awkward moments," he said.

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Another tip: Fundraising for a police foundation is not exactly the same as fundraising for other types of organizations. "If I were fundraising for the Metropolitan Museum of Art, there are certain things that I could do, such as 'naming,'" said Ms. Delaney. "You can name buildings, you can name rooms, you can name exhibits. Those things are very attractive to corporations and individuals as givers. But you clearly can't do that in police departments."

Ms. Wagener said that the Los Angeles Police Foundation receives proposals for grants from throughout the LAPD, from patrol officers to the chief. But the foundation vets all proposals through the chief's office "to ensure that they're within departmental priorities." The foundation also vets technology-related grants through the LAPD's Information Technologies division to be sure that any equipment provided by the foundation meets LAPD standards.

"Sometimes we find when we say we'd like to do something, that indeed there is money for it within the LAPD budget, and the officers weren't aware of that," Ms. Wagener said. "So sometimes we functions as brokers—and that's great, because we don't have to spend any money, but we can get the resources that the officers need."

The foundation directors said that dealing with local politicians can be tricky. The goal is to have elected officials who will support the police foundation but will not try to run it. "First you need the commitment of the police executive," Ms. Cunningham said. "You also need consent from political and management officials outside the police department—city council members, the mayor. Heavy *involvement* from these people is not needed or even recommended, but their support is vital to launching a foundation."

"We have very clearly stated and publicized funding guidelines, so our decisions are all consistent and transparent," Ms. Wagener said. "I think this lessens the opportunity for political or other questioning of what we do." The Los Angeles Police Foundation has released a one-page document describing "best practices" for police foundations, which include the following:

 Have a written conflict-of-interest policy for the board. No board members should be employees of the department being supported.

- If you can only hire one paid staff person, make it a fundraiser. Conduct a yearly outside audit.
- Don't telemarket. Know the laws of your state and follow them to the letter. Don't "sell" access or department services and don't create the perception that you can deliver special treatment.
- It helps to have a "signature" project that can be identified with the foundation (mental wellness in NYC, trauma kits in LA, helicopter in Calgary).
- Strive to spend at least 75 percent of total expenses on program activities.

In some cases, police chiefs attend meetings at which board members and directors of police foundations ask potential "big pockets" donors for funding for certain projects. The role of the chief in that situation is not to ask for funding; that is left to the police foundation officials. Rather, the chief's role is to explain how the project fits in the police department's priorities.

Chiefs also can be effective in answering the question that police foundations are asked constantly: "Why don't you get tax dollars for this program if it's so important?" Generally, the answer is that nearly all of a police department's budget goes to salaries and overhead, Ms. Delaney said. "Very little is left over for innovation, for creativity—or for things that may have been neglected in the past and need to be caught up," she said. On that last point, she cited police departments' need for computers as an example. "As recently as 2000, 2002, the NYPD was probably the biggest consumer of white-out and carbon paper of any organization," she laughed. "Technology was so far behind that even if government poured in every single penny it possibly could, it would never be enough to get the PD where it should be. So our commitment of raising \$8 million helped leverage some of that, and the department today is light-years ahead of where it was in 2002."

Additional information about the Seattle, Los Angeles, and New York Police Foundations can be found at: www.Seattlepolice foundation.org, www.lapolicefoundation.org, and www.nycpolice foundation.org.

Police Planning and Research Directors Discuss Ways to Expand Their Influence

BY JAMES BENNETT

HOW CAN POLICE PLANNING AND RESEARCH DIrectors become more influential within their agencies and with their chiefs or sheriffs? This was the major topic of discussion at the second annual conference of the Law Enforcement Organization of Planning & Research Directors (LEOPRD), held on April 23 in Miami in connection with PERF's Annual Meeting.

Planning and research units are getting a higher profile in police agencies, and LEOPRD is aiming to build on this in a number of ways—starting with the establishment of an online forum that will allow planning and research directors (PRDs) to share information and advice with each other on a daily basis.

LEOPRD was created to improve the flow of information and data sharing between PRDs across the United States and inter-

- Over 70% of planning and research departments produce work directly for the chief or sheriff and command staff, and planning and research units (PRUs) are generally highly skilled departments.
- However, 27% of the respondents felt their unit was underutilized by the agency as a whole.

Thus, an early focus of LEOPRD will be finding ways to raise the status of planning and research units, particularly in departments where PRDs believe their work is not being used to full advantage.

The existence of LEOPRD could help to improve the operations of planning and research units by ensuring that PRDs can benefit from the experience of their peers. Assistant Chief Vincent



nationally. In 2006, a number of senior PRDs, realizing that there was a lack of communication among the people in this field, approached the Police Executive Research Forum with the idea of creating an association of planning and research directors. PERF helped organize the first meeting of PRDs in the spring of 2007. In the fall of 2007, the Bureau of Justice Assistance (BJA) recognized LEOPRD's potential and began supporting it financially as well as with the involvement of key BJA staffers. BJA Senior Policy Advisor Steve Edwards has been instrumental in conceptualizing the purpose and potential of LEOPRD and in attracting key leaders to get the organization up and running.

At the second annual meeting last month, members were presented with the findings of a Planning and Research Survey conducted by PERF this year. Key findings include: Demasi of the Cincinnati Police Department said he knew there was a wealth of knowledge out there, and the new LEOPRD website would be ideal for identifying and sharing relevant material.

Several LEOPRD members attending the Miami meeting offered practical examples of the work of their units. John Kapinos of Fairfax County, Virginia presented his strategic plan for the county police department based on estimated population growth and other factors, such as the retail growth at Tysons Corner, a major shopping center. Research Manager Will Davis of the Scottsdale, Ariz. Police Department gave members a step-by-step guide to establishing accountability and sustainability in the planning process. Major John Carroll gave a presentation on Broward County, Florida's approach to dealing with expected changes, such as demographic changes and the economic outlook, as well as more random events such as hurricanes and other disasters. Commander Hank Stawinski described how the community plays a major role in the long-term planning process for the police in Prince George's County, Md.

A panel comprised of PRDs and Chiefs then engaged in a discussion with members, moderated by Mr. Edwards. Assistant Chief Demasi told the group that PRDs have a great deal to offer to chiefs. For example, if chiefs arrive at community meetings without having been briefed as thoroughly as possible about the issues that residents may inquire about, the result can be damage to the chief's public image as well as to public confidence in the police generally.

The LEOPRD members also discussed the challenges of trying to be experts on all aspects of a police department's operations. It is a big task for a PRD to know as much about homicide investigations as does the director of the homicide unit—while also having similar expertise about all other police operations. LEOPRD members said this is an area in which the LEOPRD forum can be useful, facilitating the exchange of information as well as lively debate on today's controversial issues.

Pending questions in planning and research that remain unanswered include:

- Should planning and research units have a mix of sworn and non-sworn staff members?
- What types of change are needed to reform planning and research within police departments?
- How does a chief best utilize a team of planners and researchers?

Readers of this article may have views on these and other matters, and PERF encourages you to join the forum. The LEO-PRD forum is now live, and you can sign up at www.leoprd.org. The website contains:

- A listserv/forum for PRDs to exchange ideas and get questions answered by other LEOPRD members.
- Internet links to planning and research reports completed by LEOPRD and its member agencies.
- A polling function to collect rapid survey data from LEOPRD members.

Contact information for planning and research directors in various agencies.

James Bennett, who currently is serving as a PERF fellow, is a senior analyst with the Metropolitan Police Service of London. His work involves handling queries from Commissioner Ian Blair on crime mapping and crime trends, such as analyzing the effects of the July 7, 2005 bombings on crime in London. He also has studied domestic violence issues. Prior to joining the Met, he worked in the forensics department of the North Wales Police. He has a bachelor's degree in economics and finance from the University of York.

Law Enforcement Records Management Standards Are Released

The Law Enforcement Information Technology Standards Council (LEITSC) has announced the release of "Standard Functional Specifications for Law Enforcement Records Management Systems, Version II." LEITSC is a consortium of law enforcement organizations, including PERF, that develops standards to improve



the application of technology to policing operations. The new standards are intended to be generic in nature, rather than favoring one particular system or approach over another. They are written at the functional level, meaning that they define what is to be accomplished, rather than how it is to be accomplished. The define the minimum amount of functionality that a new law enforcement records management system should contain.

To obtain a copy of the new document or other information, visit www.leitsc.org.

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