

CITIZENS LEAGUE REPORT

No. 48

**Minneapolis Police Department
2nd Report**

September 1955

September 8, 1955

Memorandum to: Board of Directors

From: Charles T. Silverson, President

At its meeting today, the Public Safety Committee recommended your approval of its endorsement of the principles set forth in the attached letter from Captain Clifford Bailey relative to changes in the curfew laws and approved the Second Report of its Police Sub-committee with the inclusion of a dissenting report by the police federation.

These matters will be discussed at Wednesday's meeting, so please bring the enclosures with you.

SECOND REPORT
of
POLICE SUB-COMMITTEE OF THE PUBLIC SAFETY COMMITTEE

August 1955

Introduction

The work of the sub-committee for the past several months has been in the nature of a follow-up on the recommendations for further study contained in the first full report submitted by the previous Police Sub-committee. The follow-up has broadened out to include other items related to police work also.

The sub-committee's work has been concerned principally with the Minneapolis police force as to two areas: the manpower situation and integration with other law enforcement agencies in the city and county. This report is essentially a progress report, for most of the studies have not been completed as yet. We do believe that we have gathered information which is timely and which may prove helpful and for that reason, we believe that a progress report should be released at this time.

Approach to the Problems

The sub-committee, along with the whole Safety Committee, listened to talks by and discussed problems with Captain Clifford Bailey of the Crime Prevention Bureau; Inspector Charles Wetherille of the Detective Bureau; Jake Sullivan of the Vice Squad; Vern Chase, in charge of Communication; Paul Larson, License Inspector; Arnold Gran in charge of the Municipal Court Detail; Captain Elmer Nordlund of the Traffic Bureau; and Captain Calvin Hawkinson in charge of Training.

We have also met with Superintendent of Police, Tom Jones and Inspector Pat Wahling and toured the Police Department offices, Complaint Room and City Jail. Carl Johnson and Joe Cecil, League members who are officers in the Police Federation, have given the committee helpful suggestions.

The sub-committee members have solicited a great deal of information relative to police work from other cities, both large and small. From this information it is apparent that many of the problems existing here are not peculiar to this area alone. Most cities, like Minneapolis, are faced with an increase in crime while handicapped with no corresponding increase in police manpower.

Conclusions and Recommendations

MINNEAPOLIS' MANPOWER SITUATION

The sub-committee is thoroughly convinced that the most serious problem confronting the Minneapolis Police Department is that of trying to maintain law and order with a seriously undermanned department. The increase in major crime in Minneapolis is frightening. There is evidence that the undermanned condition of our police force is known to the criminal underworld and is attracting vicious and professional criminals to this area. We have found nothing to indicate that Superintendent Jones' request for 200 additional patrolmen is exaggerated.

On the other hand, the Minneapolis voters in November 1954 turned down a tax increase which was earmarked in part for more policemen and the 1955 legislature did not authorize additional taxes, charges or funds for police purposes, so the Department is faced with little prospect for an increased budget. In view of this fact, the sub-committee has devoted much effort to the possibilities of more effective use of existing manpower and to supplementing existing forces at little or no cost.

Included in the study were the experiences of other cities with deputy, part time and volunteer policemen and women, more use of one-man squad cars and use of the saturation technique to demonstrate what can be done. The local department has been studied to determine if more record keeping could be mechanized and the sub-committee has arranged for the Police Department to have the services of a special committee of the Twin City Chapter of the American Institute of Industrial Engineers to see if procedures and reports can be further simplified and streamlined.

The utilization of deputy, part time and volunteer police workers by many other cities indicates that further study should be given here to such a program.

One major city has converted to the almost complete use of one-man squad cars and by so doing has increased police coverage enough to sharply cut the crime rates. One-man cars are used in Minneapolis only on a limited number of day-time assignments and are not regularly assigned to patrol duty. We do not favor shifting to one-man cars at this time on the evidence collected thus far, but we do believe that the use of one-man squad cars in Kansas City and elsewhere should be studied further to determine the applicability of the idea to the Minneapolis situation. Further, we recommend that data be prepared showing the manpower and equipment which would be needed for effective one-man squad car coverage in Minneapolis.

A crime ridden district of New York City was provided with maximum police protection to learn how effectively crime could be reduced. A 50% reduction was recorded in the first 10 weeks of the experiment. A similar experiment on a smaller scale should be tried in Minneapolis as a means of demonstration to the public what could be done with more policemen.

The increasing use of automatic tabulating equipment by business firms suggested that we investigate the use of such facilities by the Minneapolis Police Department. We found that IBM equipment is being used increasingly by the Department, but there are still possibilities of fuller use with resulting increases in accuracy and savings in man hours.

INTEGRATION WITH OTHER LAW ENFORCEMENT AGENCIES

The possibilities of duplication and overlapping between the Minneapolis Police Force, Minneapolis Park Police Force, suburban police forces and the Henne-

pin County Sheriff's office prompted the sub-committee to make a preliminary survey of the respective responsibilities and activities of the four. No conclusions are attempted yet, but some of the pros and cons of integration of Park and City forces are set forth and further study of the possibilities of integration of the suburban police departments with the sheriff's office is recommended.

Respectfully submitted

A. Dietrich	Martha Platt
G. Dornfeld	Irene Scott
M. J. Estrem	D. L. Simenstad
M. Goustin	G. Wilkins
L. Howitz	J. Cecil (except as to conclusions and recom- mendations on use of deputy, part time and volunteer policemen. He strongly dissents to any suggestion that they be tried in Mpls.)
Alta Leonard	
V. W. Moss, Jr.	

J. R. Quayle, Police Sub-committee
Chairman

MANPOWER SITUATION

MINNEAPOLIS POLICE DEPARTMENT

Appendix A is a resume of manpower utilization by the Minneapolis Police Department on a typical day. It shows the gross inadequacy of coverage in certain areas at certain times.

Appendix B is a statement by Superintendent of Police Tom Jones, of tentative assignments for the 200 additional men he has requested.

The sub-committee is thoroughly convinced that the most serious problem confronting the Minneapolis Police Department is that of trying to maintain law and order with a seriously undermanned department. The increase in major crime in Minneapolis is frightening. There is evidence that the undermanned condition of our police force is known to the criminal underworld and is attracting the most vicious and professional criminals to this area. We have found nothing to indicate that Superintendent Jones' request for 200 additional patrolmen is exaggerated. In some instances he has been forced to take officers from already undermanned precincts and transfer them to headquarters in order to provide minimum protection in the loop area and to compensate for the work overload in the city jail.

On the other hand, the Minneapolis voters in November 1954 turned down a tax increase which was earmarked in part for more policemen and general agreement was not reached as to additional taxes, charges or funds for police purposes, which the 1955 legislature could authorize, so the Department is faced with little prospect for an increased budget. In view of this fact, the sub-committee has devoted much effort to the possibilities of more effective use of existing manpower and to supplementing existing forces at little or no cost.

The sub-committee members have solicited a great deal of information relative to police work from other cities, both large and small. From this information it is apparent that many of the problems existing here are not peculiar to this area alone. Most cities, like Minneapolis, are faced with an increase in crime while handicapped with no corresponding increase in police manpower. What some of these cities are doing to alleviate this situation is described in Item I of this report. They are doing these things even though many of them have twice as many officers of Minneapolis per 1000 population, reserving in a less serious manpower situation to be corrected.

I. Deputy, Part Time and Volunteer Police Workers

A. Women in Traffic Enforcement

Municipal experience with women traffic enforcement officers has resulted in money and manpower economies, greater coverage of parking violations and increased turnover of curb parking space, according to reports from 11 cities now employing women for enforcement of curb parking regulations and other traffic enforcement duties.

With police work each year becoming more and more professionalized and police training becoming both more extensive and expensive, an experienced policeman represents a substantial community investment. Some officials have asked if this investment can be justified for the performance of duties essentially clerical in nature, such as the issuance of parking citations.

Although cities currently using women in traffic enforcement are few in number, it appears probable the practice will grow. The highly successful precedent created by the widespread use of women school crossing guards has directly led, in some instances, to the use of women in other traffic enforcement work.

Most cities to date, have limited their women officers to enforcement of parking regulations but at least four employ them on additional assignments.

New Orleans, which initially employed 15 women in 1951, now employs 30 female "Traffic Guards". They are given specific duties centering about the peak hours of traffic. Their assignments include the prevention of parking or stopping on main traffic arteries during the 7 a.m. to 9 a.m. and 4 p.m. to 6 p.m. periods, direction of traffic at ferries and other points of congestion during the rush hours and during evenings when downtown department stores stay open late. They also see duty at athletic events, parades, and civic functions attracting large crowds.

The New Orleans Traffic Guards, most of whom are married and over 25 years of age, are employed on an hourly basis at a rate of \$1.20. The base pay of a male traffic officer is \$290.00 per month.

The women are not required to pass any examinations to qualify for assignment. They are selected on the basis of their applications and a personal interview, are required to attend the Police Training School and are taught the art of Judo.

In evaluating St. Louis' experience, Joseph DePaoli, Supervisor of Traffic, says, "We feel that their work has more than justified our position in creating such a unit in our department."

St. Louis first employed two women in traffic enforcement in August 1954. Four are currently used on parking enforcement duties, two in one car and two patrolling on foot. The women have full police power and draw the same salary as regular members of the force, starting at \$3480 as probationary patrolmen with increases to \$3840 after four years service.

On the basis of information available, Charlotte, North Carolina, appears to have pioneered the use of women in this type of work -- employing eight in April 1950 on an experimental basis. Twelve are currently employed on parking meter enforcement with police powers limited to the issuance of citations only. Their salary is \$200 a month for a six-day week.

Police Chief F. N. Littlejohn reports that "full time patrolmen formerly did this work and we have found that in addition to saving approximately one-half in salaries paid patrolmen, the women are more alert and vigilant."

Richmond, Virginia's three women "patrolmen" have full police power and the same pay and duties as any male police officer assigned to

the traffic division. Their salary is \$286 a month minimum, increasing to \$347 after five years service.

Police Chief J. J. Padrick of Wilmington, N. C., states "without reservation this Department receives a greater coverage on the enforcement of parking violations with the employment of women for this particular job than we have received at any time in the past. You will find that they are very adaptable to this and that the general public does not seem to be as disgruntled when one of these ladies issues a traffic ticket as when a male police officer does."

Wilmington first assigned two women to parking meter enforcement in January 1954 and plans to add more in the near future. They are sworn in as regular police officers at a salary of \$200 per month. The rate for regular patrolmen is \$260.

Experience in Salt Lake City, as reported by Lyle B. Nicholes, Commissioner of Public Safety, has been found to be "very beneficial, first to the citizenry because it has provided 28% greater parking space, and second, we have realized an increase of over 100% in revenue. While there have been some objections, they are far in the minority and it is certainly my plan to continue this activity."

Salt Lake City first employed women in traffic enforcement in July 1954 when 12, the number currently employed, were first assigned to this duty. Their assignments are limited to parking meter and violations of other curb parking regulations. They have no arrest power. They are paid \$165 plus a \$10 monthly uniform allowance. Regular patrolmen average \$300 per month plus a \$15 monthly uniform allowance.

Sixteen months experience with women "Traffic Control Officers" in Lubbock, Texas, has left officials "thoroughly sold on the idea and results."

H. M. DeNoble, Director of Planning and Traffic, reports that "public reaction to the use of women for parking meter patrol has been most favorable, and it is our opinion that the public appreciates their use so that we may utilize regular policemen for more hazardous traffic and patrol work -- this change from men to women for patrol of parking meters has been the most satisfactory change in meter operation that we have experienced.

Lubbock currently employs four women for meter enforcement at \$176 per month increased to \$184 after six months satisfactory service. The City furnishes both summer and winter uniforms. The women work a five-day week under the direct supervision of the Traffic Engineer and their enforcement duties are limited to parking meter violations. They are provided with a supply of nickels and pennies to accommodate the public and are prepared to answer questions and give directions to visitors and the general public.

Lubbock's employment of women for this work was accompanied by an almost immediate increase of some 400 per cent in parking meter citations issued. The women cover 1100 meters approximately once every hour, with each being assigned a definite route. All of their patrol work is on foot and local experience has been that "foot patrol is much more effective and actually faster than motorcycle or other vehicular patrol."

In Winston-Salem, N. C., women assigned to parking meter patrol and enforcement of other parking restrictions "are doing a very good job on the work assigned them", according to Chief of Police James T. Waller. The city's six women officers, first employed in 1952, have full police powers and are paid \$192 monthly starting salary, increasing to \$230 a month after $3\frac{1}{2}$ years of service. The salary range of regular patrolmen previously assigned to similar duty ranged from \$240 to \$315 per month.

Wichita Falls, Texas, instituted the plan in 1954, hiring five women in July for meter enforcement and public relations work. Before assignment to duty the women took a 100-hour training course in public relations, parking meter repair, map reading and city orientation.

As in Lubbock, Wichita Falls "Public Relations Employees" are provided with change to accommodate parking meter patrons. Among other duties, they place special cards under the windshield wipers of visitors' cars, extending a welcome to town. They furnish free maps of the city and are prepared to furnish information regarding train, plane and bus schedules.

Their salary is \$206 per month as compared with the \$275 monthly rate of patrolmen previously assigned to meter enforcement work.

Stockton, California, employed five women "Parking Violation Deputies" in 1952 and currently employ six whose assignments include meter enforcement, direction of traffic and in some cases enforcements of moving violations. The salary range is \$252 - \$315 per month.

Asheville, N. C., initially employed women for meter enforcement in 1951 and currently have two assigned to a year-round duty with a third employed five months of the year. Their salary is \$176 per month.

B. Citizen Volunteers Supplement Police Forces

1. Kansas City, Missouri

A group of 128 volunteer citizens report for police duty two nights a week in Kansas City. They are in uniform and have the same authority and responsibility as the regular officers but work shorter hours and receive no pay. The "reservists" have full power to arrest and are assigned to traffic patrol, homicide, burglary, detention bureau, and sometimes to special jobs. The Police Department reported

that the reservists put in 52,033 man-hours in 1954 and estimated the value of such services at over \$85,000.

Citizens between the ages of 23 and 39 are eligible if they are in good physical condition and have not been convicted of a felony. Each applicant is fingerprinted and given both an I.Q. and adaptability test. These are supplemented by an oral examination before the police chief. If all these are passed, the candidate has a four-month training for three nights a week at police headquarters.

Although the reserve unit is growing steadily, Captain Lewis E. Wyatt says it is far from large enough to put police protection at top strength. Three hundred more men are needed right now, with the possibility of another 200 within a short time.

2. Cleveland, Ohio

The Mayor plans to recruit about 100 men to serve as auxiliary policemen without pay. They would be chosen from the police civil service list, be given a short beginner's course at the police academy, and graduate in uniform with badge, billy and revolver.

The Mayor proposed this auxiliary force to cut down on the crime rate which rose 15.7% in 1954 and asked Police Chief Frank W. Story to start forming the corps immediately. These qualified men will donate several hours one or two nights a week, and will form groups which can be shifted from area to area whenever a rash of car thefts, burglaries, holdups, or safe jobs break out. More important, they will relieve a great many experienced men for foot patrol in the areas where crime is the worst.

C. Part Time School Crossing Guards

1. St. Louis, Missouri

The Police Chief is interviewing "senior citizens" to select members for a new squad of about 140 school crossing guards. These watchmen will serve approximately three hours a day -- before school, during the lunch hours and after school. Most of the candidates are retired; many are retired policemen. A large number are grandfathers, more anxious to help protect children from "today's crazy drivers" than to receive the \$4 a day which they will be paid.

Duties will include making sure children cross streets safely and that motorists obey school stops; wherever possible the men will be assigned near their homes. The guards will free regular policemen now patrolling the crossings for other duties.

D. Conclusions

1. The experience of many cities proves deputy, part time and

volunteer police workers can be helpful, and that it is a practical approach to law enforcement.

2. These part time workers probably should be engaged on a rate per hour basis. This would avoid including them as a permanent part of the police force.
3. A training program must be instituted for these workers.
4. Most cities indicate they should be in uniform, but the uniform should be distinctive from that of the regular force.
5. Work assignments for them might include:
 - a. Regulation of traffic, both at special events and at peak hours.
 - b. School crossings.
 - c. Meter enforcement.
6. It should be emphasized that this is a "part time" working force.

E. Recommendations -- further study of conditions in Minneapolis as to school crossing guards, meter and no parking zone enforcement, etc., should be made to determine to what extent deputy, part time and volunteer police personnel should be tried.

II. In further effort to combat crime, one major city has turned to the use of one-man squad cars. Item II describes their experience with our conclusions and recommendations.

One-man Squad Cars

A. Use of One-man Squad Cars

Kansas City, Missouri, with a listed 1954 population of 456,622 is the largest and apparently the only large city operating ^{almost completely} under the one-man patrol car system. 1954 was its first year under that operation, and was a gradual changeover as part of the reorganization of the Kansas City Police Department which began in 1952.

Police Chief Bernard C. Brannon of Kansas City submitted a rather short article which was printed in the November 1954 issue of "Public Management", which is the Journal of the International City Managers' Association. (Page 255) Brannon stated that one-man car operations has improved police service in Kansas City and went on to state:

"Due to a comprehensive training course in the techniques of the one-man car operation, the conversion was not made at a sacrifice to the safety of the officers. Rules and regulations prohibit an officer from tackling an especially hazardous assignment until he

notifies the radio dispatcher and receives assistance from other cars in the area. Through strict adherence to the one-man car training techniques and procedures, no officer has been killed or wounded since the system was placed in operation.

"The preventive value of greater patrol coverage has been largely credited for a decrease in major crimes and an increase in crimes cleared by arrest. Since the department began using one-man cars, major crimes have decreased 7% and clearances of arrest have increased 9.5%. Burglaries have decreased 21% while clearances in robbery cases have risen 20%.

"The radio system is the catalyst in the one-man operation due to the increased radio activity and volume of reports of officers. The radio dispatcher becomes the key individual since the officers must rely on him to see that assistance is sent when needed.

"Officers patrolling their beats now have a greater sense of responsibility which contributes to improved morale and efficiency. While individual responsibility is greater, the officers receive full credit for their work and do not have to share it with a partner. Another advantage to the one-man car is the elimination of distractions which occur when officers ride together."

B. Comparative Information -- Minneapolis and Kansas City

The Municipal Year Book (1955) reports that Kansas City with a population of 456,622 had in 1954, 754 full time police department employees of which 171 were civilians. It has a 48-hour week and starting and maximum salaries of patrolmen of \$3540 and \$4140. It had 78 patrol cars, 30 two-wheel cycles and 30 three-wheel cycles. Total police expenditure for 1954 was \$3,321,000.

Minneapolis, population 521,718, had in 1954, 621 employees (59 civilians), a 40-hour week and starting and maximum patrolman salaries of \$3316 and \$4332. It had 37 patrol cars, eight two-wheel cycles and nine three-wheel cycles. Total police expenditures for 1954 were \$3,044,000.

C. Cost of Acquisition and Operation of Patrol Cars

We are informed by the Minneapolis Police Department that the monthly costs of operating a patrol car exclusive of manpower are \$125 for gas, oil and repairs, \$75 for depreciation and \$10 for insurance or a total of \$210 per car per month. The last cars purchased by the city cost \$1445 apiece so the costs of adding and operating many additional patrol cars would be significant budgetary item.

D. Patrol Car Manpower

Several alternatives are available if one-man squad cars are used. The released men can be put on beat patrol or on other work or driving additional squad cars. The only way in which the shift to more use of one-man cars would tend to decrease crime with adequate provision for the safety of the men would be to use more

cars as Kansas City has. The expense of additional cars has already been pointed out. It is not clear that this would be the best use of additional funds. In fact, Chief Jones by his request for 200 additional men and by his tentative assignment of 90 of them (see Appendix B) to beat patrol has indicated his preference for more beat patrolmen rather than squad car patrolmen.

E. Other Cities

Of the 35 cities in the United States between 250,000 and 1,000,000 in population, 14 indicated the use in 1954 of some one-man squad cars on all three shifts but only Kansas City reported the exclusive use of one-man cars.

F. Minneapolis Practice

Because of the 24-hour around-the-clock requirement for police service and protection, the number of hours each man is permitted to put in each week, days off, illness, vacations, etc., it takes five men to keep three men on duty. Minneapolis has an area of 58.8 square miles to be patrolled. Accordingly, when the average citizen sees a police car driving down the street, it is not often just cruising. More likely the car is on some definite call or duty assignment. And on a great number of those assignments, two men are required. On the night watch and on the middle watch the patrol cars are required to drive through every alley in certain areas of the city at regular intervals. One officer drives the car while the other officer of the two-man car mans the spot light, watches doors, windows, etc. This gives the squad car a good chance to apprehend any breaker of the law and in many instances forestall crime which, after all, is the prime objective of the police department. When something is observed at a building, the man on the spot light is dropped off to cover the back, the driver circles and covers the front. The territory covered by the squad car would be reduced considerably if one man had to drive through the alley, man the spot light and observe. And in many sections of the city, day or night, driving in traffic should and does require the full attention of one man.

In most situations, the duties of the Accident Division squad cars need two men. This is particularly true in investigating an accident right after it occurs. One officer cannot direct passing traffic, preserve physical evidence at the scene, interview both drivers, obtain names of witnesses, take measurements, etc. When the results of an accident wind up in either civil or criminal court, it is important to have two police officers as witnesses, so one can corroborate the other. However, two one-man cars could be called to the scene of an accident to provide the necessary help.

The Minneapolis Police Department does use one-man squad cars in all precincts, on certain assignments. Included are going out answering certain calls, school crossings, etc. The squad cars are not used for parking meter enforcement. The beat patrolmen carry and issue traffic violation tags and there are eight three-wheel motorcycles in service in the department. In 1954 the officers on those cycles issued 80,000 tags.

In 1954 the Minneapolis Police Department handled a total of 169,045 calls. Out of that total, 83,977 were so-called administrative calls to squad cars from the switchboard such as "check on car parked" at a certain address, drive to precinct station, etc. 68,245 of the calls handled were investigation of definite complaints. With a work load like that, very little, if any, time was left for the squad cars to do patrolling or prowling, or preventive work.

G. Recommendations

We do not favor shifting to one-man squad cars at this time on the evidence collected thus far but we do believe that the use of one-man squad cars in Kansas City and elsewhere should be studied further to determine its applicability to Minneapolis. Further, we recommend that data be prepared showing the manpower and equipment which would be needed for effective one-man squad car coverage in Minneapolis.

III. New York's Operation 25

in the U.S.

The most publicized attempt to combat the increase in major crime/in 1954 was Operation 25 conducted by the New York City Police Department. This is briefly described in Item III. The statistics are from a report published in the New York Times, November 28, 1954.*

A. Report - New York Saturation Experiment

This report is from a speech made by Police Commissioner Frances W. Adams, and reported in the New York Times, November 28, 1954.

On September 1, 1954, a class of 250 recruits graduated from the Police Academy. It was decided to assign the entire class, plus additional plain clothes men, detectives, juvenile officers, traffic and emergency men to the Twenty-fifth Precinct in an experiment to determine what maximum police protection could do to reduce crime. This precinct, about a square mile in area, had a very high crime rate and was chosen for this experiment for that reason.

In the first 10 weeks of operation crimes were reduced 50%, robberies and armed hold-ups 71%, burglaries 54%, grand larceny 58%, auto thefts 69% (all 17 cars stolen had been left unlocked) and felonious assault 22%.

Felonies such as incest, frauds, arson, forgery, etc., were likewise reduced 50%.

There was a corresponding increase in arrests for disorderly conduct, liquor law violations, narcotic misdemeanors, gambling and similar violations of law. These were possible because there were more police to observe the incidents and take action.

The police were more effective in solving crimes. The clearance rate is obtained by comparing the number of crimes solved as against the number reported. The figures for the 10-week period of the experiment

* Since this section of the report was written a full report on Operation 25 has been released by the New York department. It is summarized in Appendix C of this report.

as compared with the clearance rate for a similar period the preceding year are as follows:

<u>Crime</u>	<u>Clearance Rate</u> <u>"Operation 25"</u>	<u>Clearance Rate</u> <u>Previous Year</u>
Rape	100%	33 1/3%
Felonious Assault	80%	42%
Grand Larceny	50%	8%
Auto Thefts	40%	10%
Robbery	50%	19%
Burglary	42%	7.3%
Misdemeanors..	75%	53.5%

B. Conclusions

1. This experiment, even for the short period for which a report was available, seems to indicate that adequate police coverage in an area is effective in reducing crime and preserving the peace.
2. New York's experience adds weight to Chief Jones' request for additional manpower.

C. Recommendation

An experiment similar to Operation 25 but on a smaller scale should be tried in Minneapolis as a means of demonstrating to the public what could be done with more policemen.

- IV. The supervision of the various departments within the Minneapolis Police force, without exception, emphasized the manpower shortage and described many situations where law enforcement is suffering because of it. One other condition, however, also became apparent as we interviewed these department heads. A great deal of time is being spent by trained police officers on work other than law enforcement; i.e., filing reports, court appearances and other work of a clerical nature. How much of this can be eliminated, abbreviated or handled by clerks in order to relieve experienced police officers for law enforcement work is now under a study by our sub-committee. We are very fortunate in having the Twin City Chapter of the American Institute of Industrial Engineers to assist us in studying these conditions. This is a group of public-spirited engineers skilled in evaluation and organization of efficient systems and procedures.

When studying the paper work load, we learned that the City Comptroller's Office has taken over a good deal of the Minneapolis Police Department's statistical work in their I.B.M. tabulating department. To learn more about this, Mr. Warren Hasty, tabulating equipment supervisor, was interviewed. The interview and our conclusions are described on the following pages.

Use of I.B.M. Equipment

Al Hansen, City Comptroller, recommended to the Municipal Court, Police Department and City Council on May 18, 1954, in a report, a system of mechanizing the audit of traffic violation tickets to be handled on I.B.M. accounting machines. This report was rejected and killed in the Safety Committee of the City Council in October 1954.

Although the plan as outlined in the report was killed, a modified plan was recommended and accepted, and was invoked in January of 1955. The chief difference between the report and the system now invoked is that the I.B.M. traffic tickets are not in use, but the old style of traffic ticket has been continued in use.

The present auditing of traffic tickets is a complete record consisting among other items, the date the ticket is issued; date received by the Police Department; division issuing the ticket, i.e., City of Minneapolis, Park Board, University or Airport; the license number; the cash register number, if the ticket has been paid; the date of disposition, i.e., paid or disposed of; and the disposition code; i.e., whether it was paid in Room 23, which is the Traffic Violations Bureau, or whether it is cancelled by the Court (which occurs generally for out-of-state licenses, some juvenile offenders and some government employees.)

Mr. Hasty felt that the tabulating system could be expanded to include other reports.

About eight months ago the City Comptroller's office also took over the keeping of statistical records by the tabulating machine of police arrests and accident statistics. The accident statistics are very complicated and elaborate, and they are kept to furnish the report to the National Safety Council, and to furnish information for preventive programs.

Generally, the records of the Police arrests contain information such as the type, the disposition of the case, the age, sex, color, nativity or

the violator, etc. To Mr. Hasty's best information, the I.B.M. type of tabulation has not been extended to the Police Identification Bureau statistics.

Likewise, the I.B.M. type of tabulation has not been extended to the License Inspection Bureau, an area where it perhaps could well be used. Mr. Hasty feels that his office could take over more jobs, but it takes planning and careful thought. For example, it took between three and six months to set up the procedure for handling the traffic violation audit.

As previously indicated, the Auditing Department of the City Comptroller's Office took over the tabulating of the traffic accident reports to furnish the necessary information monthly to the National Safety Council in September 1954. Prior to that time, the Police Department itself kept such records and prepared such reports without adequate equipment, although they did have some tabulating equipment. These reports cover the type of accident, whether by pedestrian, bicycle, motor vehicle, etc., and the type of injury, whether fatal or non-fatal, type and amount of property damage, etc., and a multitude of other items of information.

For approximately the past two years the Auditing Department of the City Comptroller's Office also has kept police car equipment records. This deals with maintenance of police vehicles and equipment, the amount of gas consumed and the cost of tires, tubes and about one hundred other items, all relating to police car equipment maintenance.

Mr. Hasty reports that a minimum of $1\frac{1}{2}$ persons and some times two persons are required to keep these records in behalf of the Police Department. An interesting conclusion of Mr. Hasty's was that if these reports on these tabulating machines are prepared and merely filed away and never used again, there is no exceptional saving of money by using I.B.M. The great value derived from the use of such tabulating machines arises from the fact that the information compiled is used, and can be used, for the preparation of a great number of weekly, monthly, and annual reports which are prepared by the Comptroller's Office.

CONCLUSION: It appears that within the past eight months a great deal of statistical work which was handled by the Police Department has now been taken over by the City Comptroller's Office. Further, it appears that the City Comptroller's Office could take over more statistical work from the Police Department, but that no recommendations to that effect have been made as far as Mr. Hasty knows. It would take a period of several months of planning to take over additional jobs because a great deal of preparation and thinking must go into the setting up of the various systems for the various departments. Two areas of the Police Department seem to be ripe for turning over to the City Comptroller's Office for I.B.M. tabulation and that is the License Inspection Bureau reports and records; and the records, reports and statistics of the Police Identification Bureau.

As with many organizations comparable in size to the Minneapolis Police Department, some of the methods and procedures can be improved upon. Superintendent Jones and his staff are cognizant of this and as reported earlier, many improvements have been made and more are in the mill. Generally speaking, however, we have found a high level of efficiency exists

within the department. We have also been impressed with the abilities of the various department supervisors. We have enjoyed the greatest cooperation from everyone with whom we have worked. Chief Jones has assigned Captain Hawkinson to work with the engineers who are assisting our sub-committee and he has helped even to the extent of meeting with us in the evenings on his own time.

The sub-committee plans to continue work on the studies which are incomplete. The survey of police department procedures being conducted by the engineers is only in the preliminary stage and the results of their work will also be reported at a later date.

Other aspects of law enforcement work and facilities which are being considered for further study by the sub-committee are:

1. The establishment of a training school for police recruits at the University.
2. The establishment of an employee suggestion system within the Minneapolis Police Department.

INTEGRATION WITH OTHER LAW ENFORCEMENT AGENCIES

A large part of the sub-committee's efforts have been directed toward acquiring a more intimate knowledge of the Minneapolis Police Department's organization and its relationship with other city offices, suburban police departments and the Sheriff's Office. Items V and VI represent our work in this area of study. These items are still under study; therefore, the results are inconclusive.

Item V briefly describes the organization and budget of the Minneapolis Park Police. The sub-committee is studying this department because there is some question as to whether the citizen of Minneapolis has as good over-all protection under these separate systems as he would if the Park Police were integrated with the Minneapolis Police Department.

I. Park Police

A. Organization

There are 26 Park Police increased by four to six teachers put in uniform during the summer months. They are under a Captain who has his office on the 3 $\frac{1}{2}$ floor in City Hall while the City Police have their offices in the basement.

B. Training

Training for the Park Police is the same as for City Police plus special training in "psychology, pediatrics, child welfare and social aspects and problems."

C. Duties

1. Protect Park property

2. Patrolling the parks, beaches and lakes, summer and winter.
3. Working with Park personnel and recreational leaders who keep them informed of Park programs.
4. Handling large crowds.
 - a. They are sent out by the central dispatch room and in theory will take care of a call not on park property just as the City Police will answer calls in the parks.
 - b. Former Captain Ryan, Acting Captain Dahleen and Inspector Wahling agree that they work closely together and that their duties are somewhat different and specialized.

D. Budget

1. Personal

Ryan, 1 month	\$ 525
Captain	5,740
2 Sergeants	5,220
16 Patrolmen, 4th yr. & over, at \$414	79,500
4 Patrolmen, 3rd yr. & 4th yr.	19,725
2 Patrolmen, 2nd & 3rd yr.	9,420
1 Patrolman, 2nd & 3rd yr.	4,650
4 Patrolmen, 3 mos. each	4,315

Total Personal Service \$132,970

Senior Clerk \$ 4,230

2. Other

Telephone	\$ 350
Rent of police cars, 7 at \$160/mo.	13,440
Laundry of blankets	25
Repairs and equipment	35
Office supplies, including tags	400
First aid supplies	450
Personal equipment	400
Miscellaneous supplies	110
Garage rent	80
Office furniture	830
Fire arms	200
First aid equipment	130

Total \$ 18,500

TOTAL BUDGET (brt. fwd.)

\$ 155,700

E. Pros and Cons of Integration

1. The Park Police are undermanned.
2. There is much larceny on the beaches during the summer.
3. City detectives have to process cases which occur in the Parks. Should they, therefore, be responsible for patrolling them?
4. Park Police are always in uniform, making apprehension more difficult.
5. Park Board fears that the City Department might not think Parks as important as other police work and that there would be less protection than under the separate systems.
6. Integration would have to be accompanied by the transfer of funds to the City since Park Police are paid for from Park Board funds.

II. Some time ago the question arose as to possible overlapping of the Sheriff's duties with those of the suburban and city police departments. As a result of this, a preliminary study was made of the Minnesota Statutes defining the Powers and Duties of the Sheriff's Office. It was found that the Statutes do permit a possible overlapping of functions. As a follow-up to this, Sheriff Ryan was interviewed regarding the operation of his office.

Sheriff's Office

A. Powers and Duties

1. Minnesota Statutes Annotated Sec. 387.03 Provides -

"The Sheriff shall keep and preserve the peace of his county for which purpose he may call to his aid such persons or power of his county as he deems necessary. He shall also pursue and apprehend all felons, execute all processes, writs, precepts and orders issued or made by lawful authority and to him delivered, attend upon the terms of the district court and perform all of the duties pertaining to his office, including searching and dragging for drowned bodies and searching and looking for lost persons."

2. Minnesota Statutes Annotated Sec. 387.04 entitled 'Duties of Sheriff in Hennepin County' provides -

"In each county of the state having or which may hereafter have a population of 300,000 the Sheriff shall perform all the duties and services now or which may hereafter be required by law to be performed by him and in addition shall serve all

papers, post all notices named by law to be served or posted in behalf of the state or of the county for which he is elected, including all papers to be served or notices to be posted by the Board of County Commissioners, the county auditor, or by any other county officer."

3. Minnesota Statutes Annotated, Sec. 387.11 provides -

"The sheriff shall have the charge and custody of the county jail and receive and safely keep therein all persons lawfully committed thereto and not release any person therefrom unless discharged by due course of law."

4. Minnesota Statutes Annotated Sec. 387.14 -

"Every sheriff shall appoint under his hand a sufficient number of persons as deputy sheriffs, for whose acts he shall be responsible and whom he may remove at pleasure."

5. Minnesota Statutes Annotated Sec. 387.26 provides -

"The judge of the district court in each county, before the commencement of any general term, shall issue an order to the sheriff fixing the number of deputies required during such term and directing the sheriff to furnish the same."

6. Additional

In addition to the above described duties, the sheriff as chief law enforcement agent of the county must serve all personal property tax warrants, serve warrants of arrest on mental patients after the same are issued by the court commissioner and summon all jurors for district court and grand jury duty.

B. Interview with Sheriff

The heriff feels that his office has a manpower shortage problem, too. In 1938 he had 74 deputies, in 1940 80 deputies, in 1941 86 deputies, and from 1948 to 1951 100 deputies. He now has 85. He has been forced to use one-man squad cars in some of his operations, but it is his opinion that one-man squad cars are almost useless. Certainly one man cannot break up a tavern brawl or cover both the front and the back door in case of a burglary call.

The Sheriff was asked whether or not he felt that there was good co-operation between his office and the office of the Minneapolis Police Department. He felt that the cooperation was very good and that with the teletype machine all major police agencies in the area were advised of the commission of a crime almost simultaneously. He did feel, however, that in many instances there was an overlapping of functions as between the Sheriff's Office, the city police, the justices of the peace and the constables. He suggested that the League might profitably explore the operation of the "County Police System". It was his opinion that with the possible exception of the large metropolitan areas, the county is the most efficient unit for law enforcement.

He was also much concerned by the fact that St. Louis Park is now installing its own radio system and that system is not hooked up with the Sheriff's Office. This means that the Sheriff's Office will have to rely on receiving a telephone call when an emergency arises or a crime is committed.

The Sheriff also suggested that the county and city are badly in need of a school for police administration and more laboratory facilities for crime detection. He said that Michigan State College has an excellent school for police administration.

The Sheriff's Office is also setting up a Junior Sheriff's Association in the belief that it will be of use in curbing juvenile delinquency. He also feels that if his office was given a little more money to attract qualified people, much could be done to curb delinquency before it started by such programs.

C. Breakdown of Personnel in Sheriff's Office

1. Criminal

Chief	1	
Detectives	5	
Total criminal	<u>6</u>	6

2. Civil

Office	3	
Bookkeeper	2	
Levy	4	
Process Servers	7	
Stenographers	2	
Bailiffs	15	
Tax	1	
Transport Patients	2	
Utility	2	
Tavern Inspector	1	
Total Civil	<u>30</u>	30

3. Uniform

Captain	1	
Sergeants	2	
Clerical	2	
Patrol	14	
Total Uniform	<u>19</u>	19

4. Jail

Matron	1	
Cook	1	
Jailers	11	
Total Jail	<u>13</u>	13

5. Radio

Operators	8	8
TOTAL DEPUTY SHERIFFS	<u>85</u>	85

Appendix A

MINNEAPOLIS POLICE DEPARTMENT

RESUME OF MANPOWER UTILIZATION

for 24-hour period - June 20, 1955

<u>Division</u>	<u>Day</u>	<u>Middle</u>	<u>Dog</u>	<u>Days Off</u>	<u>Vacation</u>	<u>Sick</u>	<u>Total</u>
<u>Crime Prevention Bureau</u>							
Post	4	1	1				
Patrol	4	2		14	3		29
<u>Detective Bureau</u>							
Post	2	1		22	4		77
Patrol	25	19	4				
<u>Chief's Detail</u>							
Post	8	1	1	6			16
<u>1st Precinct</u>							
Post	1	1	1				
Patrol	17	16	22	32	13	1	104
<u>2nd Precinct</u>							
Post	2	2					
Patrol	11	9	7	15	5	1	52
<u>4th Precinct</u>							
Post	2	2	1				
Patrol	8	7	7	14	7	1	49
<u>5th Precinct</u>							
Post	2	1	1				
Patrol	8	10	8	16	4	1	51
<u>6th Precinct</u>							
Post	2	2	1				
Patrol	7	9	8	14	5		48
<u>Bureau of Records</u>							
Post	12	2	1	1	2	1	19
<u>Communications</u>							
Post	11	1	3	6	3		24
<u>Bureau of Identification</u>							
Post	12	2	2	6	2		24
<u>Radio Division</u>							
Post	2	1	1	2			6
<u>Property Room</u>							
Post	4						
Patrol	1			1	1		7
<u>License Inspection</u>							
Post	2			4	1		7
<u>Court Officer</u>							
Post	6						19
Patrol	7	2			4		
TOTALS	160	91	69	153	54	5	532
<u>Traffic Division</u>	<u>Day</u>	<u>Middle</u>					
Post	3	1					
Patrol	7am-3pm 15	10am-6pm 28	3pm-1am 11	11pm-7am 4	D.O. Vac. 29 8	Sick 2	Total 102

Appendix B

TENTATIVE ASSIGNMENTS OF 200 ADDITIONAL MEN
IN MINNEAPOLIS POLICE DEPARTMENT

#1 Precinct HQ beatmen	30 men	10 per shift
#2 Precinct	15 men	5 per shift
#4 Precinct	15 men	5 per shift
#5 Precinct	15 men	5 per shift
#6 Precinct	15 men	5 per shift
Traffic Division	48 men	16 per shift
Crime Prevention Bureau	21 men	7 per shift
Bureau of Identification	7 men -- 5 jailers, 2 ID officers	
Detective Bureau	21 men	7 per shift
License Inspectors	2 men	
Morals Squad	5 men	
Training Officer	1 man	
Additional Clerical	5 men	
1 pawnbroker		
1 crime prevention		
1 Bureau of Identification		
2 Bureau of Records		

OPERATION 25

(Condensed from the final report by F.W.H. Adams,
Police Commissioner, City of New York)

At 8 a.m., September 1, 1954, the Police Department of New York City began an experiment in adequate policing. The experiment took place in the 25th precinct of the city, a district bounded by 110th Street on the south, 5th Avenue on the West and the Harlem and East Rivers on the other boundary. This area, roughly one square mile in area, with 26 miles of streets and 2 miles of water front, has a population of 120,000 persons, of whom about 44,000 are white, 40,000 of Puerto Rican origin and 36,000 non-white. There are three housing projects in the area, but the majority of the people live in old crowded tenement buildings, rooming houses and apartments. It was one of the most lawless areas in the city.

This operation was referred to in the press as a "saturation" experiment. This is misleading. The number of men assigned was carefully determined on the basis of a system of straight posts of reasonable length, all of which were covered on all tours of duty. Increases in the Juvenile Aid Bureau, Narcotic Squad, Detective Squad, etc., were also carefully planned based on reasonable estimates of what constituted adequate manpower for this particular area.

This was an experiment, and required a complex reporting system, even to a separate detailed report on each individual crime. A considerable number of men were required for keeping in analyzing these records.

Of the 276 men assigned to supplement the regular staff of 206, 252 were probationary patrolmen, newly graduated from the Police Academy. The experiment provided an opportunity to test certain ideas for the training of these men which will be of great help in the eventual establishment of a full scale, in-service training program.

The experiment proved that through adequate police power, intelligently deployed, major crime could be reduced more than 55%. The police department learned the approximate manpower necessary to provide peace, order and safety in a precinct which had one of the highest crime rates in the city. The people of the city of New York have been made more conscious of the need for a strong police force. With the support of city officials, this public sentiment is being translated into action. As of April 15, 1955, the police force is 1,663 men stronger than it was when Operation 25 began.

An important part of the reports made was based on the premise that if a patrol post is limited in length (it averaged 5 blocks during the experiment) and is under constant observation by the assigned patrolman, he should have knowledge of everything that occurs on his post. He could thus be held responsible for failing to make arrests when crimes were committed. The captain assigned to supervise patrol for that tour personally investigated the circumstances, visited the scene and interrogated the patrolmen in every case where a crime was committed and no arrest made.

The experiment was an unqualified success. Crimes against property were reduced 67.2%. Specifically, grand larceny was reduced by 69.9%, robbery by 69.8%, auto theft by 69.2%, burglary by 66.7%.

Crimes in the street both against property and against the person are particularly significant. Street "muggings" were reduced 89.9%, felonious assault by 36.6% and front breaks in burglary by 78%.

Increased police effectiveness results in more arrests in certain areas. Cases of narcotic violation increased by 138.5%, possession of dangerous weapons by 107.7% and disorderly conduct by 129.9%.

Of crimes against the person, only felonious assault reduction of 28.6 % can be regarded as due to better policing; murder and rape are crimes of passion which usually occur in locations where police cannot provide protection.

One side result of the experiment was the opportunity to compare crime in the new housing areas with crime in areas similar in size, population, etc., immediately adjacent. Some of these figures are:

	Johnson project	Control area	Lincoln Houses	Control area
Felonies	7*	48	14*	27
Misdemeanors	5	30	12*	45
Summonses	167	557	349	551
Vehicular street accidents	19	31	28	67
Aided cases	31	98	77	293

*only two committed by residents

*only five of the 26 were residents

Housing seems to have some effect, although other factors must be considered. The projects are occupied by families who are carefully screened. There are no transients, no business establishments, better recreation in the projects and some private guards.

SUMMARY OF STATISTICS ON OPERATION 25

	1953	1954	
Total complaints	1,757	1,273	decrease 27.5%
Cleared by arrest	568	948	
Clearance rate	32.3%	74.5%	
Felonies reported	1,102	483	decrease 55.6%
Clearance	20.2%	63.6%	

Interesting is the decrease month by month showing improved efficiency as the experiment progressed.

September	33% decrease	
October	60% decrease	
November	58% decrease	average 55.6%
December	67% decrease	

	<u>Cases Reported</u>		<u>Clearance Rates</u>	
	1953	1954	1953	1954
1. Crimes				
<u>Murder</u> (All took place indoors & could not have been prevented)	6	8	83.3%	100%
<u>Rape</u> (All took place indoors)	12	9 decrease 25%	50%	100%
<u>Felonious Assault</u> Of the 62 assaults on the street, summary arrests were made in 55 cases.	185	132 decrease 28.6%	41.1%	81.8%
<u>Robbery</u> "Muggings" were reduced from 69 in 1953 to only 7 in 1954.	166	50 decrease 69.8%	15.7%	44%
<u>Burglary</u> Net loss from burglary 1953 - \$84,539 1954 - \$29,807	423	148 decrease 65%	9.9%	54.7%
<u>Grand Larceny</u> (28 occurred off the street) Property loss 1953 - \$20,944 1954 - \$13,679	153	46 decrease 69.9%	9.8%	47.8%
<u>Grand Larceny - Auto</u> 20 of the cars stolen at night. 23 of the 24 had been left unlocked.	78	24 decrease 69.2%	7.7%	33.3%
<u>Felonies - Miscellaneous</u> (receiving stolen property, forgery, abortion, incest, bigamy, arson, etc.)	39	23 decrease 41%	38.5%	82.6%

2. Cases where police action discovers the crime. Better police protection results in increases in these categories.

	<u>Cases</u>		<u>Clearance</u>	
	1953	1954	1953	1954
Possession of dangerous weapons	15	27 increase 107%		
Sale and possession of narcotics	78	186 increase 138%		
Narcotic felonies	26	37 increase 42.3%	73.1%	86.4%

2. (Continued)

	Cases			Clearance	
	1953	1954		1953	1954
Narcotic misdemeanors	52	149	increase 186.5%	94.2%	98.7%
Disorderly Conduct	77	177	increase 130%	not given	all cleared but 1.

3. Misdemeanors

Total decrease 14.8% or 445 in 1954 as against 522 in 1953. An analysis of these lesser offenses follows:

	Cases Reported			Clearance	
	1953	1954		1953	1954
Malicious mischief (Wilful destruction of property usually)	60	50	decrease 16.6%	13.3%	20%
Petit larceny	169	170	decrease 40.8%	12.4%	21%
Miscellaneous	293	295	nearly same # reported	63.8%	88.1%
False fire alarms			reduced 57%		

4. Public Morals Violations

	Cases Reported	
Prostitution	74	65
Gambling - Complaints	125	170
Arrests	348	291
Alcoholic Beverage Control Law	9 arrests	9 arrests

5. Juvenile delinquency

Referrals	135	372
Arrests	none	61

6. Summonses

Parking	4,928	11,592	increase 135%
Others	3,531	1,346	increase 162%
Mis. - Non-traffic	158	345	increase 118%

Cases Reported

	1953	1954
7. Aided Cases	1,488	2,747

8. Vehicular Street

463	675	increase 45.7%
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This does not represent an increase in accidents. Accidents involving property damage only are not legally reportable and many do not come to the attention of police. With more police on duty, more are observed and reported.

Those involving personal injury, which must be reported were.

268	249
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Alta M. Leonard

August 1955