

SPECIALIZATION WITHIN THE POLICE
JURISDICTION, THE STRUCTURE AND
ORGANIZATION OF AN AGENCY
DESIGNED TO HANDLE PROBLEMS UNIQUE
TO CULTURAL AREAS OF
METROPOLITAN CITIES

Thesis for the Degree of M. S.
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Donald F. Stevens

1965



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by

DONALD F. STEVENS

AN ABSTRACT

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ABSTRACT

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For almost half a century students of law enforcement have concerned themselves with the doctrine of responsible and effective public safety. The sociological changes within our society have a direct bearing upon law enforcement. Such changes require continuous modification of existing law enforcement concepts and the reappraisal of their application.

One affected sphere of our modern society is the phenomenon of the cultural area in our metropolitan cities. Experience has clearly indicated that a new concept in law enforcement must be introduced if maximum security in such areas is to be obtained.

One such concept is the realization and acceptance on the part of institutions other than the municipal police, of a share in the responsibility of providing for safety and security in certain areas of the community. This responsibility, once accepted, is best discharged through the creation of a private police agency to extend the effectiveness of the regular municipal agency within a highly

specialized area of the latter's jurisdiction.

To function with maximum effectiveness, a coordinating group representative of all institutions of an area is to be established. This central group shall have as its scope of operation all internal and external security within the cultural center and shall provide the direction and coordination of such with existing law enforcement agencies, toward the goal of total area safety and security.

A partial incorporation of such a concept has been developed within the University Circle Police Department of Cleveland, Ohio. This program implements the regular police agency within the cultural area, with a private police department. Although the Cleveland project is not incorporated in its entirety as herein envisioned, it is encouraging to note that to the degree that it has been used, it has achieved gratifying results.

In conclusion, responsible law enforcement will not become a reality until the basic premise that law enforcement is a community responsibility is accepted in its entirety. The police agency as such is but the external symbol of this responsibility. Continued public support and, when necessary, community involvement, is absolutely essential if law enforcement is to prosper and maintain its vital role in our society.

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PREFACE

Theorists, practitioners, and students of law enforcement have long sought improvements in the police agency along the lines of internal structure. Only recently have students of law enforcement concerned themselves with what has become known as the positivistic theory of law enforcement. The advocates of this theory contend that police agencies, to be effective, as instruments of law enforcement, must seek not so much to compound the structure of the police agency as such, but to utilize all resources or agencies of the public and private community in the interest of total safety and security.

The basic assumption of this paper is that the broad sweeping changes of population concentration that have taken place nationally within the United States call for equally broad and sweeping modification of police techniques and concepts. This study examines the impact urbanization has had upon this nation and the ultimate impact these sociological changes have had upon police agencies. In so doing, it is not the purpose of the paper to determine the various police agencies successes and failures, but to determine the rational for the acceptance as an integral part of American law enforcement, agencies outside the police agency accepting their full

responsibility for providing community safety and security.

This entire study has been based upon the author's personal experience, plus the limited endeavors attempted by other public and private agencies. The limited availability of materials in this area of study has created problems that can only be justified by the writer's attempt to represent a cross-section of opinions. Finally, it must be said that the author must take complete responsibility for having in any way misrepresented the facts and ideas upon which this paper has been based.

The gentlemen listed as having availed themselves to personal interviews deserve special thanks for their kind assistance and cooperation in the gathering of research materials. I would also like to thank Mr. Raymond Galvin of the Police Administration faculty for his guidance. Special acknowledgement and thanks must be given to my wife, Agnes, and the Rev. Fr. Mark DiNardo, who have contributed much to the writing of this thesis. Without their understanding and able assistance, this paper certainly would not have been attempted, much less completed.

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CHAPTER I

INTRODUCTION

I. TREND TOWARD URBANIZATION

Two of the important areas of social concern discernible in America today involve the growth in population nationally, and the extensive and significant concentration thereof. Between 1950 and 1960, the population of the United States increased by twenty-eight million, an average of almost three million per year. Highly significant is the fact that the whole of this increase took place in urban areas. During the same period, the population in rural areas decreased by one-half million.¹ So great is this concentration today that one hundred twenty-five million persons, or seventy per cent of the total population, are located in cities, with fifty-four million individuals, or thirty per cent, in rural areas. A tremendous transformation has taken place since the first census in 1790. The population at that time numbered less than four million, with rural dwellings outnumbering the urban ninety-five to five. Today approximately two-thirds of the population live on less than five

¹International City Managers Association, The Municipal Yearbook, Table I (1964), p. 22.

per cent of the nation's land area.²

The density in population consequent upon the trend toward urbanization has had its repercussions upon society. Among these are the following factors: great masses of people residing on a small land area; a rapid rise of highly congested neighborhoods with the attendant problems of instability; inadequate housing and recreational facilities; changes in community structure, etc.³ Also evident, in the wake of the shift in population, is a tendency on the part of institutions of related purpose within the community to locate in close proximity in order to provide more effective service. It is quite evident that these factors will have a direct bearing in providing for safety and security in metropolitan cities.

II. STATEMENT OF THE PROBLEM

Traditionally the prevention of crime and the safety of the citizens of a community has been the sole responsibility of the police agency. As urban areas increase, there arise situations unique in the history of law enforcement.⁴

²Ibid.

³Raymond W. Murray, "The City in Transition," Sociology for a Democratic Society (1950), p. 232.

⁴Bruce Smith, "Parkway Police," Police Systems in the United States (1962), p. 92.

The clustering of institutions--educational, cultural, and social--within a relatively small land area constitutes a serious police problem. Such a situation can, under present circumstances, be met only by drawing police personnel from other sections of the city, or by an excessive expenditure of police funds. Yet the police agency, as an institution supported by the taxpayers of the entire community, cannot be expected to provide all of the necessary police personnel to remedy a situation for which the area institutions themselves are responsible. Hence, the novelty of the situation: a dual responsibility for safety and security which must be shared by institutions and police, community and private enterprise. Mindful of the significance of these factors, it is the function of this paper to examine in depth:

1. Areas within the community that are specifically designed for educational, cultural, social, and recreational purposes; areas that are, by their very nature, conducive to criminal activity.
2. Providing a satisfactory and economically acceptable police service to combat crime within these areas without jeopardizing the level of service rendered to other areas of the community.

To accomplish the police purpose within these specific areas, it becomes necessary to view the police function as a community effort. When the providing of basic police service in a given area becomes prohibitive because of additional costs and/or personnel, reason would indicate

that a re-evaluation of procedures is warranted. Should it become apparent that the cause of the problem is to be laid at the door of the institutions themselves, these latter must share, with the police agency, the responsibility for safety and security in the area, inasmuch as they have been a material cause of increased criminal activity. As the institutions increase in number and size, the problem of safety becomes correspondingly more complex.

It is not the purpose of this paper to evaluate critically all present-day police practices of metropolitan cities; however, problems that are observed in these communities today may well make their appearance in most large cities within the next fifteen years. If these problems are to be faced realistically, a police program designed to serve a modern society with modern police procedures must be inaugurated. Cities have grown immensely in size and complexity. It is the function of a police agency effectively to maintain law and order in the total community. As communities change, new challenges arise for the law enforcement agency. It is vitally important that the police agency remain abreast of these situations. The problems of tomorrow will not be answered by the solutions of yesterday. Techniques must keep pace with the everchanging complexities of the time. There has been a general failure to develop the

kind of perspective and understanding that will facilitate the comprehension of forces that are at work in society.⁵ Having failed to implement traditional police procedures with new and realistic ones, there has been an adherence to the old as though it were sacrilege to deviate. There is no plateau of efficiency in the police field. Agencies must strive constantly to be attuned to social developments, and adapt their methods to keep pace with them, or gradually decline in overall effectiveness.⁶

III. HYPOTHESIS

Within the cultural areas of our metropolitan cities, there is a critical need for providing safety and security. The only adequate solution to provide for total safety and security is as follows:

1. The creation of an organization to represent the various institutions of the entire area.
2. The inauguration of a private police agency to augment existing regular police services.

⁵A. F. Brandstatter, "Police Administration, Developments in 1963," The Municipal Yearbook, International City Managers Association (1964), p. 409.

Mobile, Alabama; Indianapolis, Indiana; and Fort Worth, Texas, are recognized as recent exceptions to this rule.

⁶Samual G. Chapman, T. Eric St. Johnston, The Police Heritage in England and America (Community Development and Continuing Education Services, Michigan State University, 1962), p. 45.

3. The effecting of a method of liaison coordinating the efforts of institutions, private police agency, and the regular city police personnel.

There does not exist, at this time, a criterion for successfully developing a crime prevention program within the educational and cultural settings of a metropolitan area. Based upon the criterion of successful operation, the information shall be analyzed in the following areas:

1. Is there an actual need for a private police agency?
2. What are the obvious deficiencies in organization that limit the police task?
3. What are the factors that contribute to successful or poor liaison between private and regular police agencies?
4. Identification of those factors essential for successful operation.

There exists a definite relationship between criminal behavior and certain factors that tend to encourage this behavior. This study will be limited to: those factors that make it necessary to take new and ultra-traditional police measures; the organizational structure of the private police agency; the operating procedure of the private police agency; and the coordination necessary between private and regular police agencies to insure maximum effectiveness by both.

Sources of information available for this research are:

1. Published material made available by limited research projects previously conducted by private agencies and institutions.
2. Personal interviews with those persons actively participating in a private police function serving a cultural area.
3. Examination of the organizational structure of the private agency and its relationship with the regular police agency.

IV. DEFINITIONS OF TERMS USED

Cultural area. Areas in which are located in close proximity numerous institutions of a cultural, educational, and social nature.

Institutions. All public or private non-profit organizations having headquarters or facilities within the cultural area.

Co-ordinating group. The official authoritative group representing the cultural area as a whole. The function of said group is general overall development and expansion as well as the promotion of a favorable image of the area at large.

Regular police agency. The law enforcement arm of the city administration whose responsibility it is to provide for safety and security in the entire community.

Private police agency. The law enforcement body operating within the jurisdiction of the regular police agency, providing a special security program within a specific area.

Urbanization. The large geographical growth of cities, suburbs, and satellite areas, interacting as a single functioning group.

V. ORGANIZATION OF THE REMAINDER OF THE THESIS

To properly understand the complexity of providing a police service, external to the regular municipal police agency, it becomes necessary to examine in depth the philosophical and functional foundations of the private police agency.

Chapter II will present a detailed analysis of the thesis hypothesis. This chapter will also encompass the function of a coordinating group and the need for liaison between the private police agency, the institutions of the cultural area and the regular police agency.

A general analysis of four special police agencies will be presented in Chapter III. Although these agencies are all public in nature, their implementation within major metropolitan areas is of great significance.

Chapter IV will present a detailed case study of the partial implementation of this hypothesis. Working conditions as they existed in 1959 will be explained. Modifications in these procedures will be discussed as they were made through 1964.

Chapter V will indicate those factors of major significance that strengthen the probability of successful operation and present additional recommendations that are, in the author's opinion, worthy of implementation if total safety is to be attained.

CHAPTER II

DETAILED ANALYSIS OF HYPOTHESIS

I. STATEMENT OF HYPOTHESIS

Many varied techniques have been utilized by law enforcement agencies to combat the incidence of crime within cultural areas of metropolitan cities. The results to date leave much to be desired. What is needed is a more fundamental evaluation in terms of basic principles of law enforcement.

Because of the variety of institutions represented within these areas and the multiple services rendered to the community, it is essential that the security program be coordinated to provide maximum security within the entire area. Many institutions within such areas are designed to provide twenty-four hour a day service. Among these would be hospitals, clinics, and research laboratories. All such institutions require their employees to be on the streets during the night and early morning hours. The majority of these employees are women. As a result there is a predictable and continuous movement of female personnel going to or from the various institutions. During the evening this problem is compounded by the presence of thousands of visitors, both male and female.

Educational institutions provide an additional security problem. Large numbers of young men and women are situated within a relatively small campus area. University activity presupposes the movement of masses of people. Because the campus area has been built around existing commercial and residential structures, it is not always possible to locate dormitory units in close proximity to library facilities, class rooms, parking lots, laboratory facilities, or other focal points of student interest. As a result, there are large numbers of men and women present on the streets during the hours of darkness as well as daylight. All of these are subject to and at the mercy of any individual desiring to commit an act of violence against them.

Adding impetus to an already heavily exposed area is the presence of institutions offering visitation or sight-seeing attractions. Many of these institutions are open seven days a week from early morning until late at night. Visitors may well number in the hundreds of thousands annually. During the summer months many of the institutions provide instructional classes for children. These classes are routinely scheduled out-of-doors in the park areas. This type of teaching technique, though highly effective from the instructional standpoint, has very serious ramifications from the safety standpoint.

The availability of cultural gardens and the vast array of park facilities would further complicate the problem. All of the individuals previously described make ample use of these facilities. The employee going to or from work is taking advantage of a direct route, the student is relaxing, the children are playing, usually without supervision, and the visitor to the cultural area is just looking. These areas do not lend themselves to effective motor patrol security. They require the continuous presence of uniformed police officers on foot during the hours they are utilized by the public. It is here in the garden and park areas that exposure to criminal activity is the greatest and opportunity for concealment by the criminal easiest.

Because of the presence of employees, visitors and guests of the many institutions, there are present thousands of motor vehicles left unattended for long periods of time. Minimum security in this one single area presupposes a well coordinated effort by many institutions involving a considerable number of men.

Consequently, to adequately maintain maximum safety and security throughout, and to encompass all of the problems unique to a cultural area, a coordinated effort of all the institutions through a single, highly functional, centrally located law enforcement agency is required.

II. THE COORDINATING GROUP

While these varied institutions possess individual problems, relative to safety and security, it is imperative that a security program be designed for the welfare of the cultural area as a whole. To facilitate this end it is necessary for the institutions to achieve unity of purpose through a coordinating group. Without the direction afforded by the coordinating group, the stability of the organizations and the adherence to total area security are sacrificed to chaotic, unregimented, individual institutional need. The proper title of this coordinating group is not important. Of crucial importance is representation of all the institutions, identification of security problems, the devising of a safety program broad enough to give direction and at the same time flexible enough to provide service to any institution when need arises.

This representative group of institutions must establish a permanent coordinating agency to follow through on the proposed program of security. This group shall hereafter be referred to as the "coordinating group." It shall officially be the single group representative of the entire cultural area. It shall serve as the official spokesman for the area and be designated as the agency

responsible for establishing those measures necessary to insure total area safety and security.

To provide for the interests of the institutions in terms of security shall be one of the important functions of the coordinating group.¹ Theirs shall be the responsibility for inaugurating a private police agency, designed to serve the whole of the cultural area, an agency financed in toto by the institutions, and responsible solely to the coordinating group, the task of which group it shall be to utilize the agency effectively within the framework of state statutes, city ordinances and institutional situations of need.

Autonomy of operation and independence from institutional interference are the basic requirements for providing effective total security. Of necessity, the private police agency must be autonomous and capable of rendering a complete program of basic police preventative patrol. Halfway measures that necessitate reliance on existing police or institutional security programs, handicap to a considerable extent the potential of the proposed private police agency.

¹The coordinating group is not limited in function to the development of a security program. They are additionally responsible for area redevelopment, property acquisition, planning, rezoning, public relations, etc.

The newly inaugurated program must include all factors pertaining to safety and security. It must include interior security as well as exterior patrol for maximum effectiveness. Existing programs of security must be re-evaluated in view of their scope, competence and task accomplishment. Although two major areas of endeavor relative to the cultural area may be identified as interior security and exterior patrol, it is imperative that all security be subordinated to one agency. Standardization of operation must be effected from institution to institution and so organized that it best serves the particular institution and the welfare of the cultural area as a whole. Information will flow smoothly and without interruption through a central agency. Interpretation of information and necessary action can best be provided when related sources, considered collectively, give a full and accurate evaluation of circumstances as they exist.

III. PRIVATE POLICE AGENCY AND INSTITUTION LIAISON

Essential to this program of total area security is the necessity of providing maximum liaison between private police agency and institution. Experience has indicated that any program of security, administered by an institution, will, of necessity, be concerned primarily with interior

building security and perhaps to a minor degree, exterior safety. These two areas are not so easily isolated when a total program is considered. To remove from direct control of the institution, a program of security that has been held in esteem by the institution for many years, is a matter requiring the utmost tact. Total security in a cultural area can best be accomplished when control is centralized and standardization of operation is effected. To facilitate this, the institution must subordinate its personal needs to the basic needs of the entire area. Responsibility for total security in all of its phases must be fixed within the private police agency. The securing of this objective is the task of the coordinating group. Interference by institutions can only undermine the effectiveness of the police agency and severely handicap its operation.

IV. PRIVATE POLICE AND REGULAR POLICE LIAISON

Properly to establish a police service designed to serve the total cultural area, there is a critical need for coordinating the services of the private police agency and the regular city police force. It is essential that both agencies, private and public, recognize from the very beginning that each is designed to accomplish the same objective. Only through an extensive program of education, directed

at members of both agencies, can mutual understanding be attained. A "looking down the nose" type of attitude can arise very quickly on the part of members of both agencies. Once developed, this impression is extremely difficult to eradicate. Personalities play a strong role in human relationships. Given the opportunity to judge each other on the basis of demonstrated ability, a harmonious working relationship will develop in a short period of time. Once this is established the role of each agency in the providing of total security becomes more clearly defined as time goes by.

Though both agencies are closely allied in purpose, they are miles apart in scope of operation. Whereas the concern of the regular police force is city-wide, the purpose of the private agency is to prevent the occurrence of crime in a specific cultural area of that city. The presence of armed and uniformed men strategically deployed on foot and in marked police vehicles is generally an effective deterrent to all but the professional hoodlum. Techniques utilized to combat these individuals will be discussed in Chapter III. In addition to routine foot and motor patrol, it will be advantageous to the private police agency to utilize the special divisions of the regular police agency. It is in this area that clearly defined procedures are to be established and adhered to by personnel of both agencies.

Prisoners must be transported routinely following an arrest on the street. It is not reasonable for each agency to provide the necessary vehicles for transportation. What is envisioned is a relationship whereby exchange of departmental facilities routinely is effected.

The exchange of facilities must be broad enough to provide the private police agency with all those resources normally available to any officer of the city police department in the accomplishment of this function. The private police agency exists, not to supplant, but to supplement or serve as an extension of the regular police force, within a specific area of the latter's jurisdiction.

Separately, neither agency will ever satisfactorily solve or even begin to control crime within the cultural area. Working together the problem can be met and solved to the advantage of the municipality, the citizens of the community, and the institutions of the cultural area.

CHAPTER III

OTHER EXPERIENCES

The concept of providing police service through an agency outside the scope of the regular police department is not revolutionary in the sense that it has never before been attempted.

It is not unusual to find a dicotomy of police service of this nature in counties surrounding large metropolitan areas. Such separate units are usually administered by the local governmental board and operates entirely outside the sphere of the local sheriff's office or municipal police agency.

In Hudson County, New Jersey, there are, in addition to the local municipal police departments, three county police organizations performing special police duty in restricted areas. The Hudson County Police Department performs traffic duty on most of the state highways within the county and upon certain county highways. The Hudson County Boulevard Police Department performs exactly the same kind of police service but is limited to the Hudson County Boulevard. The Hudson County Park Commission, employs special police officers as park guards in each of the seven county parks

under their control.¹

The Westchester County Parkway Police of New York State, an agency of approximately 150 men, divides its police responsibility with the New York State Police for patrol of the state and county parkways within the county.² By their very nature these police situations have arisen only in the large and densely populated suburban areas. Their chief contribution is the significant fact that administration is entrusted to a public service agency, non-police in nature.

Some of our larger cities also maintain specialized police units which have enjoyed an independent existence under the guidance of local public authorities. While these special police agencies were created primarily to protect public property, their police powers often are equal to those of the regular police agencies. As a matter of practical necessity today, they are charged not only with the protection of public buildings and properties, but also with the safety of visitors and guests. Within the parkway police

¹Commission to Investigate County and Municipal Taxation and Expenditures, State of New Jersey, Local Police Protection Services and Costs, pp. 21-22.

²Institute of Public Administration, Report on Police Administration in Westchester County, pp. 1-13.

agency, responsibility is the enforcement of traffic laws and ordinances, the investigation of robberies, auto thefts, and a wide range of other offenses against persons and property. In the regulation of traffic, the private park force follows methods widely differing from those of the adjacent regular police agency, thereby creating much confusion among the motoring public. In criminal investigations, practically all of the work is performed outside the special police jurisdiction and within the sphere of the rival city agency. Whatever the faults inherent in an arrangement of this sort, there is support for the premise that the municipal police do not, and cannot, allot sufficient numbers of men and equipment to assure adequate police protection within specific areas of the municipalities.

Chicago struggled along for many years with no less than nine park police forces, comprising 800 park policemen. Expressways came under the control of as many as four separate and distinct police agencies. Uniform traffic enforcement was impossible. Park thoroughfares cut across the regular police jurisdiction from many angles. Business streets were lined with banks, shops, and other major crime hazards. From the police standpoint, these public merchants were in a kind of twilight zone. The special police were virtually negligible instruments in crime repression, and

the liaison between special and regular police was uncertain, to say the least. Only rarely were the regular police informed of persons wanted for criminal offenses by the special police, while reports of motor vehicles stolen in the special police districts regularly came to the attention of the city police at least twenty-four hours late.³ The Consolidation of the special police districts in Chicago has reduced the diffusion, but it has not eliminated the duplicating functions or complex administrative relationships between city and special police officers.

A different type of special police organization is that maintained in Massachusetts by the Metropolitan District Commission, a state body charged with water supply, sewage disposal, and park administration functions. It operates wholly within the Boston metropolitan area. The function of this force of 225 men is superimposed upon that of the regular police agencies. It provides the usual parkway protection afforded by other similar police agencies, plus the additional responsibility for the protection of private homes and places of business within the jurisdiction

³Chicago Police Problems, pp. 163-65.

of the special police commission.⁴

Basic to the need for special police agencies previously described, is one common underlying factor: the inability of the regular police agency to provide minimal police protection within specific geographic areas of the municipality. It logically follows that if a governmental bureau, non-police in nature, can provide a special police operation to solve a critical police problem within the metropolitan community, then the same concept should be applicable to a private organization, created to accomplish the same public service within areas combining public and private properties. It is within the cultural centers of metropolitan cities that this concept is applicable as the basis of this thesis.

⁴For a detailed description of the Boston problem, see Report of the Special Commission on Taxation and Public Expenditures, Part XIV, The Police Department of the Metropolitan District Commission (House No. 1714, April, 1958).

CHAPTER IV

CASE STUDY OF THE UNIVERSITY CIRCLE

I. IDENTIFICATION OF THE PROBLEM

The University Circle of Cleveland, Ohio, is one such cultural area. It encompasses approximately five hundred acres within the boundries of the City of Cleveland. Located within this area are thirty-seven private organizations rendering service to the community. More than eight hundred Clevelanders serve on the boards of trustees and governors of the Circle institutions. Almost fourteen thousand full and part-time students study here. Visitors, guests, and patients frequenting these institutions number in excess of two million annually.

The situation facing the University Circle was a serious one. As the problem area of the city of Cleveland steadily advanced toward the boundaries of the University Circle, visitors, guests, and students declined in numbers. The University Circle was being unjustly stereotyped as a seedbed of crime and violence. The problem confronting the institutions was to develop a security program adequate to reduce criminal activity to a minimum and insure the safety of the people frequenting the facilities, and to recreate

a favorable image of the University Circle. It was this realization of responsibility by the member institutions to the community for the welfare of its citizens that led to the establishment of a private police agency, an agency provided for and financed by the institutions of the University Circle, for the purpose of supplementing the existing security program.

The need for dynamic police procedures within the University Circle was brought into sharp focus in two related areas: the first, the disproportionately high rate of crime within the neighboring sections of the City of Cleveland; the second, the needs experienced by the institutions themselves. There is little to dispute the fact that enrollments, attendance, and participation in the various programs were seriously effected by the poor reputation of the area.

II. THE NEED FOR A SECURITY AGENCY

The overall plan of development for the University Circle made increasingly obvious the need for a safety agency within the area itself, designed to provide for the welfare of institutional personnel and the general public utilizing the facilities of Circle institutions. The nature of the area surrounding the Circle was such that criminal activity was an extremely serious problem. The protection

of life and property within the areas of the various institutions finally came to be recognized as a dual responsibility of both the municipality and the institutions. Consequently, many of the institutions took positive steps on an individual basis to provide security personnel. However, these security personnel were concentrated on the grounds of each hiring institution. Overall police patrol and other law enforcement services were still the responsibility of the City of Cleveland.

The difficulty involved in this duplication of police effort was the growing feeling that "the other fellow" would handle certain functions or be responsible for specific areas. The responsibility for overall police coverage throughout the University Circle was vague, being left to the Cleveland Police Department with institutional forces creating the superficial impression that this skeleton police service on their part would suffice.

A variety of motives prompted the institutions within the University Circle to study the feasibility of incorporating, supplementing, and improving police service within the area. Not the least of these was the problem relative to assaults upon women and the incidence of robbery.

It was recognized from the beginning that no economically feasible increase of police protection on the part of the regular police agency would result in the complete

cessation of crime. The plan was, initially, for a substantial reduction in criminal activity, a reduction which could be effected through the increase of mobile police units and the coordination of all street and walkway safety under a single police agency.

The University Circle presented an unusual set of participants: employees, students, patrons, patients, visitors, etc. These individuals have, unfortunately, become the victims of the criminal element of surrounding areas. The most pressing problem, relative to crime in the University Circle, was the presence of an accumulation of persons of wealth who seemingly were easy prey for criminal activity, which originated from the city's worst slums.

Crime in Cleveland's Fifth District was completely out of proportion to the population. Thus, the potential criminality which was bred immediately to the west of the Circle, frequently manifested itself in the area of the Circle institutions. It would be safe to say that were the University Circle located in the suburbs of the city, there would be no crime problem worth mentioning. However, such is not the case, and indeed should not be so, for the services and attractions of the University Circle must be centrally located and convenient to the public.

The attack on the problem during 1958 was short-sighted in scope, being designed to "hold the line," rather than correct underlying basic problems. In making provisions for additional security and safety within the University Circle, it was recognized that merely the symptom was being treated, while the overall social cancer continued to spread. The Fifth District remained the most troublesome of the city's six police districts and the University Circle lies wholly within the boundaries of the Fifth District.

Table I indicates that the Fifth District has a highly disproportionate rate of crime. It also indicates that the crime problem was steadily moving eastward from the center of Cleveland and toward the University Circle area. As may be seen from Table I, the Fifth District has consistently shown a poor record in terms of major crime. In the short period of three years, major crime increased almost four per cent (4%) in the District. This increase represents a definite shift in the concentration of the crime problem of Cleveland, a shift which has placed the bulk of major crime at the doorstep of the University Circle.

TABLE I
MAJOR CRIME BY POLICE DISTRICTS¹

District	1955	1956	1957	% of Change: 1955-57
1	9.18	9.6	9.1	None
2	7.68	8.8	7.6	None
3	26.45	24.0	21.8	Down 4.7%
4	15.35	13.6	14.4	Down 1.0%
5	28.67	30.1	32.2	Up 3.6%
6	12.45	13.1	14.8	Up 2.3%

While examining the problem of crime and evaluating the necessity for additional police service within the Circle, the question must be asked: How great was the crime problem in the Circle itself? Statistics indicated that the Fifth District of the Cleveland Police Department is comprised of nine individual patrol zones. The University Circle is contained within the boundaries of Zone 532. Over a three year period, the total offenses in the Fifth District increased by fifty-seven per cent (57%). During this same period, major offenses against women increased

¹Figures from Annual Reports of Cleveland Police Department, 1955, 1956, 1957.

in Zone 532 by thirty-five per cent (35%). This occurred at a time when the increase in total crime city-wide was a scant 2.1%, and major crimes against women had decreased by .8%. The following table shows the incidence of assaults on women in the Fifth District from 1955 to 1957.

TABLE II
ASSAULTS ON WOMEN (1955-57)²

	Year	Rape	Robbery	Purse Snatch	Ass/Bat.	Totals	% City Total
Dist. 5	1955	24	17	82	23	147	44.3
Zone 532	1955	2	1	5	6	14	4.2
Dist. 5	1956	32	34	105	10	181	39.9
Zone 532	1956	5	2	7	--	14	3.1
Dist 5	1957	36	54	138	29	257	46.4
Zone 532	1957	1	2	13	3	19	3.4

One of the major concerns in the University Circle was assaults upon women which at times had racial overtones. When this was the case, the sensitivity of the general public on such matters and the sensational character of publicity afforded them made for a problem of major proportions in regard to public relations. Without rendering a judgment

²Figures from Annual Reports of Cleveland Police Department, 1957.

as to the validity of this type of editorial policy, it was sufficient to recognize that it did exist and that such publicity, once given, was almost impossible to eradicate. It became apparent that many people had the belief that the University Circle was infested with rapists and robbers, and that the chances of visiting the area and escaping unscathed were relatively slim. This belief led numerous individuals to avoid the area and its many attractions. The problem then was twofold: to provide the necessary security and to restore a favorable image of the Circle in the eyes of the general public.

III. EXISTING POLICE SERVICES

Public safety in the University Circle, prior to 1958, was provided for primarily by the private forces of the larger institutions. In terms of numerical strength, it appeared that the force was more than adequate to meet all problems of a criminal nature.³ Such was not the case. Each institution was concerned with its own security problems; the bulk of manpower employed by the institutions

³A glance at Charts I and II, pages 35 and 36, would indicate that surplus manpower was at a premium in the 5th District, as was the case uniformly throughout the city.

was assigned to work within the confines of a single group of buildings; the advanced age of many of the men precluded any rigorous outside preventative patrol.

The patrol services provided by the Cleveland Police Department were handled by the single patrol vehicle from Zone 532. When needed, additional personnel were pressed into service to combat the increasing rate of crime. These included special duty squads, uniformed officers on foot and horseback, policewomen in plain clothes, and "flying squads" of mobile patrol units. Unfortunately, this additional manpower was being drawn from other areas of the city and this at considerable expense by way of financial outlay and increase of vulnerability to crime with the city at large.

IV. MEETING THE PROBLEM

The urgency of finding a solution to the problem in the University Circle was one which could not be minimized. Measures had to be taken immediately to restore the public's faith that they could again enter the area secure in person and property. Circumstances indicated that added police manpower was warranted in the Fifth District of the Cleveland Police Department. However, the complexity of the task in terms of reorganization and distribution of manpower, coupled with the additional expenditure of police

funds made this highly impractical.

To assure the continued development and growth of the University Circle, growth and development largely dependent upon public utilization of the area, the institutions themselves, acting as one, assumed the burden of providing a uniformed mobile patrol force. The aggressive approach under consideration would be a departure from the long-established practice of independent security forces. It could only be accomplished through the complete cooperation of all the institutions concerned. The problem was "Circle-Wide;" the solution, of necessity, had to originate from within the group of institutions forming the University Circle, the following recommendations were presented:

General Recommendations⁴

That a uniformed police patrol force consisting of a chief and fifteen men be established with University Circle-wide jurisdiction, responsible for patrolling all properties of the Circle.

Organization and Administration

1. That immediate steps be taken to determine the ability and willingness of the institutions of the University

⁴Prepared by Mr. George O'Connor, Instructor of Criminology, Law-Medicine Center, Western Reserve University, 1958.

Circle to give active support to the University Circle Police Department.

2. That methods of assessment and collection of "taxes" to support the U. C. P. D. be developed and applied upon approval of the overall plan by the institutions.

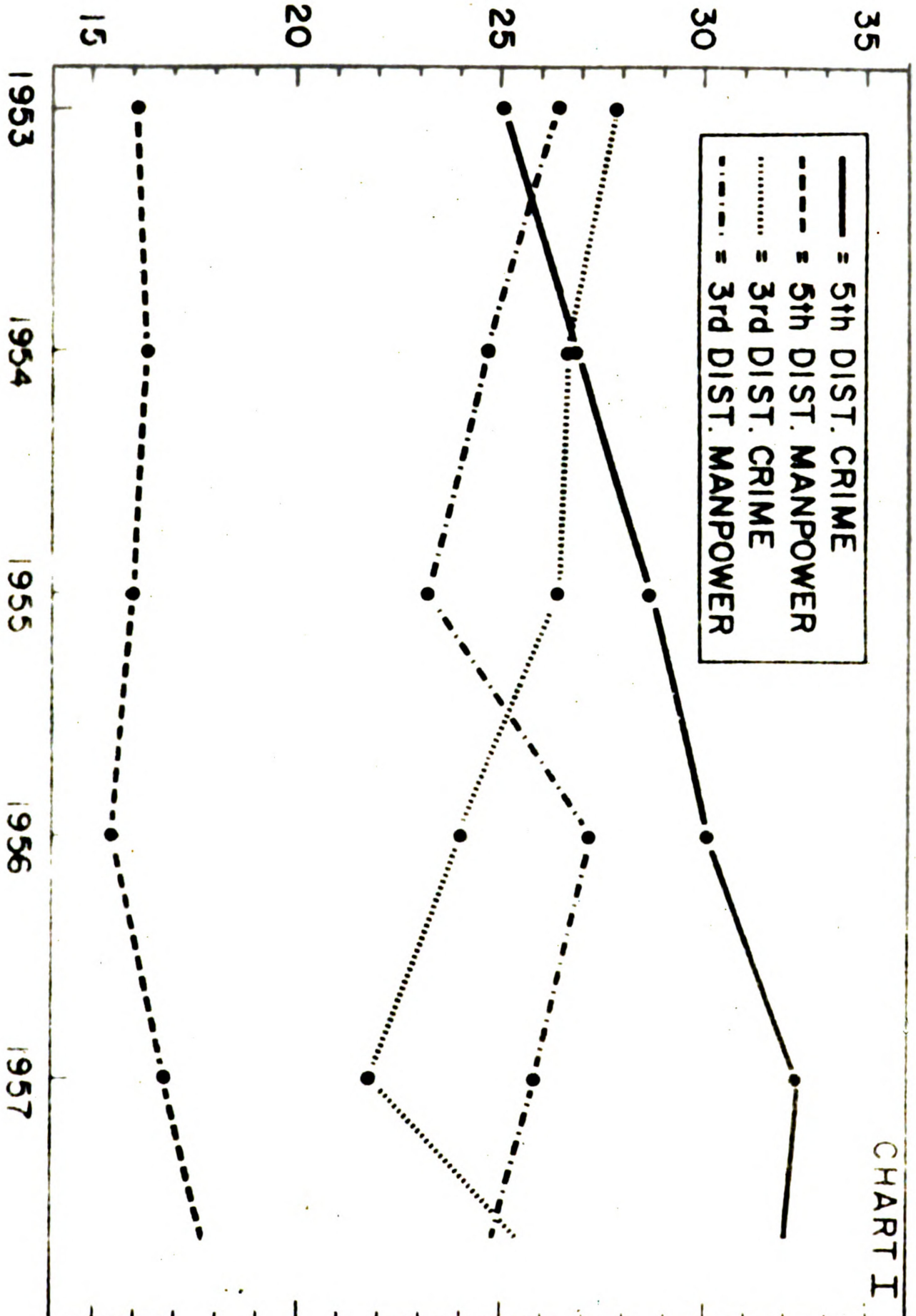
3. That contracts to cover at least a two-year period be drafted and presented to the institutions in order that the U. C. P. D. be guaranteed a relatively permanent existence. That included in such contracts there be specific provisions for either the expansion or reduction of the U. C. P. D., as circumstances would warrant.

4. That upon receipt of formal approval by the institutions, immediate steps be taken to recruit, select, and train a group of fifteen men of the rank of patrolman. That a qualified Chief of Police be selected to administer and supervise the activities of the Department.

5. That the Chief of Police be responsible directly to the President of the University Circle Development Foundation. That the Chief of Police be responsible for the operation, supervision, and administration of the Department.

6. That subordinate members of the U. C. P. D. be directly responsible to the Chief of Police until such time as supervisory positions are created.

PERCENT IN EACH DISTRICT



DISTRIBUTION of MAJOR CRIMES and MANPOWER

CHART II

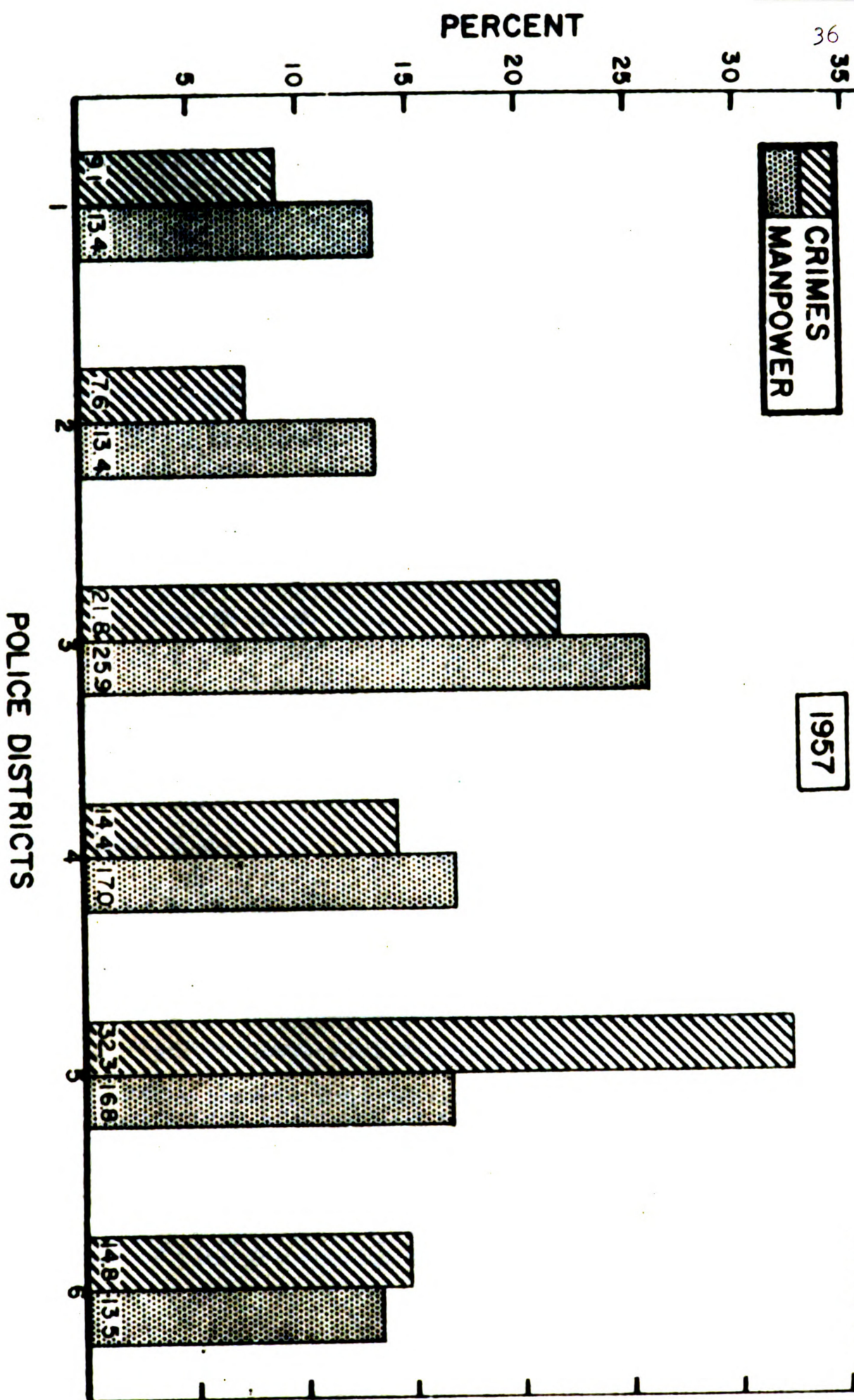


TABLE III
UNIVERSITY CIRCLE SECURITY PERSONNEL
MANPOWER AND SALARIES 1957

Institution	Full Time Men	Salary	Part Time Men	Salary
Inst. of Art			1*	\$ 2,160
Museum Nat. Sci.	2	\$ 8,300	2	1,664
Benjamin Rose Hosp.			1	720 (Univ. Hosp. Contract)
Univ. Hospitals	18	59,776		
Western Reserve Hist. Soc.	3	6,428		
Museum of Art	24	80,000		
Case Institute	7	32,356	1	1,340
WRU	12	64,198	6	13,295
Severance Hall	1	3,550	1	1,080
Mt. Sinai Hosp.	8	24,360		
	<u>75</u>	<u>\$278,968</u>	<u>12</u>	<u>\$20,259</u>
Cleveland Police**	2	4,000		
	<u>77</u>	<u>\$282,968</u>	<u>12</u>	<u>\$20,259</u>
Total \$303,227 per year				

*Performs custodial duties also.

**The Sherwin Fund provides payment of \$4,000 per year to the City of Cleveland to help pay salaries of two Cleveland Police Officers assigned to patrol the Fine Arts Garden.

NOTE: Some institutions such as the Cleveland Area Heart Society are forced to hire private guards for limited periods of time for special exhibits, protection of funds, etc.

7. That existing security and protective forces employed within the University Circle by the member institutions be coordinated through the U. C. P. D. That all exterior patrol functions now being performed by existing forces be assumed by the U. C. P. D., the present forces then serving as interior security personnel.

Personnel

That fifteen men be employed to serve as patrolmen. That men of the highest caliber be selected to fill these positions to insure the highest level of service. That in consideration of the nature of the duties, aggressive young men with energy and intelligence be attracted to these positions. To achieve this level of service, the following qualifications and requirements are recommended:

Age. Twenty-one to twenty-nine years (five years of municipal police experience to be recognized, allowing for a maximum age of thirty-five years).

Height and weight. Minimum height of five feet, nine inches, weight in proportion.

Education. High school graduate, with additional credit given for advanced training in police administration, police science, criminology, and related subjects.

Vision. Free from color blindness; vision to be corrected to 20/20; no worse than 20/100 uncorrected.

Physical condition. Excellent, as determined by complete medical examination. To be free from any and all disabling conditions or limitations.

Intelligence level. Above average, minimum standard, 110 intelligence quotient, as determined by Western Reserve University Psychological Testing Center.

Emotional stability. To be determined by psychiatric interview.

Physical ability. To be established by a series of tests designed to measure endurance, coordination, and strength.

Character. To be beyond reproach and free from undesirable traits. All candidates to be fingerprinted and local, state, and federal records checked.

That the position of Chief of Police be filled through the selection of an individual demonstrating superior ability in the field of police administration. That candidates for this position show evidence of having had valuable experience in police work or work of a comparable

nature. That college level training in law-enforcement be required. That the Chief of Police be capable of engaging in active patrol and investigation in addition to his administrative and supervisory duties. That, therefore, a relatively young and aggressive man be chosen.

Working Conditions

1. That members of the U. C. P. D. work a forty (40) hour week. That all overtime be compensated for with additional time off or with pay.

2. That retirement plans, group insurance, and other fringe benefits be established at the highest levels; that by providing such inducements, men with experience be drawn from surrounding municipalities, men with experience and interest.

3. That vacations consist of fourteen (14) calendar days for the first five years, and fifteen (15) working days after five years.

4. That advancement to higher ranks be based on demonstrated ability from within the ranks. That such supervisory positions, though limited in number, be deemed essential as the Department becomes more diversified. That aside from the benefits derived from supervision, the positions provide incentive to members and serve as a

stimulus toward a career service.

Salaries

1. That the salary schedule for patrolmen be set at the following levels:

- a. \$5,500 for the first year.
- b. \$5,600 for the second year.
- c. Merit increases of \$100 per year to be a maximum of \$6,000. Merit increases to be based on demonstrated interest and ability, and not strictly upon seniority.⁵

2. That the salary schedule for Supervisory Officers be set at the following levels:

- a. \$5,900 for the first year.
- b. \$6,000 for the second year.
- c. Merit increases of \$100 per year to a maximum of \$6,400.⁶

3. That the salary schedule for the Chief of Police be set at the following levels:

- a. \$7,500 for the first year.
- b. \$7,750 for the second year.
- c. Other increases to a maximum of \$8,000.⁷

4. That the high level be such that men of ability and integrity be attracted to these positions. That salary levels not be lower than the City of Cleveland Police

⁵Patrolmen salary scale 1963: \$6321 to \$7000.

⁶Supervisory salary scale 1963: \$7300 to \$7700.

⁷Chief of Police salary scale 1963: \$8500 to \$13,000.

salaries, and perhaps be even higher.

Training

The training program offered in March of 1959 was designed and administered by the Law-Medicine Center of Western Reserve University. It consisted of approximately eighty hours of basic police instruction pertaining to law, search and seizure, arrest, first-aid, self-defense, and limitations imposed by the private police commission. Additional instruction was provided during this period by the Department's first Chief, John P. Howard. This consisted of approximately twenty-four hours of instruction covering areas such as the geographical layout of the University Circle, location of major institutions, identification of problem areas and operating procedure of the newly created department.

Communication

Communication during the first month of operation was limited to the telephone. Two phone numbers were for public use. A mimeographed form was provided to each of the institutions indicating the location of headquarters and the numbers to be called when police service was required.

Two portable radios were provided for the use of

foot patrolmen. Communications were processed daily from headquarters between the hours of 5:00 P. M. and 2:00 A. M. Calls were received and cars dispatched from this point. All telephone service and dispatching of police vehicles at other times was conducted through the Academy of Medicine answering service.

In November of 1963, the communications system was revised and all calls were processed through headquarters.

Vehicles

Three vehicles were originally provided for police patrol. These were completely outfitted with radios, emergency lights, sirens, and police markings. The color of the vehicles was forest green. The word "POLICE" appeared in white lettering on the side of each front fender. The words "University Circle Patrol" appeared on the door panels. It was felt that this afforded sufficient identification for the police vehicles and at the same time did not conspicuously identify them.

Uniforms

Forest green was selected as the official uniform color. Each officer was provided with all of the necessary uniform equipment. The full uniform is worn by every officer during his tour of duty.

The color of the uniforms and the utilization of distinctive shoulder patches, chest badges, and hat shields were designed to permit recognition of the private police officers. It was felt that the complete uniform should be so designed to be easily distinguishable from that worn by the regular police agency.

Records

Initially, records were maintained by utilizing a three by five card index filing system. All complaint forms were numerically filed. Provision was made for routine analysis of police services and area needs. Unfortunately, all police forms, criminal and non-criminal, were filed together. All personnel of the department were permitted to make departmental record checks. The result was gross filing errors, lost forms, and the impossibility of proper records analysis.

In October of 1962, the Key-sort Card-index System was introduced. Criminal and non-criminal complaints were filed separately. Complaints were now filed under the headings of offenses, witnesses, complaints, victims, officers, and location. Records were made accessible only to supervisory officers of the department.

A monthly report of police services was provided to

all institutions of the Circle. Offenses and non-criminal incidents were recorded and a correlation of crime trend indicated to each of the institutions. The total hourly operation of the department was set forth and safety factors were critically evaluated.

Distribution of Personnel

The designating of foot beat zones and the assignment of men according to time of day was made on the basis of a study conducted by the Law-Medicine Center of Western Reserve University.⁸

Statistics indicated that the peak hours of criminal activity were between seven in the evening and one in the morning. To concentrate the maximum number of men during these particular hours, a four shift assignment was set up. Three of the original complement of fourteen men were assigned to the day shift. Two one-man patrol vehicles were manned in areas designed as North Zone and South Zone. When days off permitted, the third officer maintained roving patrol of both zones. The afternoon shift also consisted of three men and performed essentially the same basic patrol functions as the day shift.

⁸ Statistics gathered by Mr. G. O'Connor covering the period from 1955 to 1957 inclusive.

At six every evening, three or four men, depending on scheduling factors, began their tour of duty. This group was identified as shift number four and worked from 6:00 P. M. until 2:00 A. M. All of these men were foot beat officers. They were assigned daily within specified beat zones and provided a continuous patrol of areas where patrol by motorized units was ineffectual or impossible. The midnight shift, or shift three, contained remaining personnel, usually three in number.

In the beginning one man was designated by the Chief as Officer in Charge. This individual worked from seven in the evening until three in the morning. He routinely patrolled both motorized patrol zones and was responsible for the operation of the Department in the absence of the Chief.⁹

Lighting

A major problem in providing adequate safety within the Circle was inadequate lighting in areas accessible only by foot. As a result of the research conducted by Mr. G. O'Connor in 1958, thousands of dollars were spent by various institutions to correct this situation.

⁹This practice continued for approximately three years.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Urbanization

The tremendous growth of the urban population of the United States is neither a startling nor unforeseen circumstance. It has, in fact, been increasing steadily since the turn of the century. What is truly significant about the decade 1950-1960 is the alarming proportion in which urban areas have increased and at the same time rural areas decreased in population.

Our law enforcement system is Anglo-Saxon in origin.¹ The density of the national population is now concentrated on such a relatively small land area that the local community is rapidly losing its individual identity. Urban communities today are often not recognized as separate municipalities. Rather, the entire urban area is identified as "Greater Cleveland," or perhaps "Metropolitan New York City." Indications are that urbanization will increase until the United States becomes a nation of metropolitan

¹Local community law enforcement to handle local criminal activity.

areas.²

Traditional Concepts of Law Enforcement

The traditional concept of community law enforcement no longer suffices to meet current problems. Cities are no longer small, isolated, easily identifiable entities. Masses of people now travel distances routinely for work, recreation, or education, thereby passing through a number of communities. Police procedures designed to serve a stable, homogeneous community of the past must be realigned to meet the needs of this broader community concept. This task will not be accomplished by any police agency acting independently of the society it serves. Every conceivable tool available to the police agency must be utilized by that agency to its maximum potential. This means that both community and police agency resources must be blended into a single, functional, highly effective law enforcement program. It is highly unrealistic to assume that techniques that have proven effective in the past will infallibly remain so. This becomes increasingly clear

²Robert I. White (Speech delivered to the Northern Ohio Chapter of American Institute of Planners, Kent, Ohio, January 20, 1965).

with the passage of time. The radical changes in the structure of society indicate that modification is not merely warranted, but essential.

We must accept the premise that as the structure of society changes, the police agency must correspondingly be prepared to re-evaluate its methodology and make changes when needed if it is to remain an effective instrument of law enforcement. Granted the validity of this principle, re-evaluation today is most assuredly in order. Local problems have assumed metropolitan proportions. Again, metropolitan areas themselves are so structured that a highly intensified operation is needed in specific areas if competent law enforcement is to be secured. It is with this latter facet of the problem that this research is concerned.

Cultural Areas

One feature of urbanization evidenced of late has been the problem of safety and security in cultural areas within a metropolis. The cultural area per se is not a result of urbanization. The difficulties, however, that police agencies encounter within these areas are the direct result of urbanization.

Twenty-five years ago almost all of the major cities

of the United States possessed to some extent areas designed for higher learning, recreation, or the fine arts. These areas were generally located in, or in close proximity to, the wealthy residential sections of the community. They were symbols of prosperity, and designed to serve a small, highly selective segment of the community. As urbanization increased, these old, wealthy, residential sections of the city were the first to feel its effect. Large, sprawling mansions of another era were converted into multi-family dwellings. Maintenance and repair were neglected. A new slum area was born.

Although residential neighborhoods surrounding the cultural area were deteriorating, the cultural institutions were not. As a result of the dramatic increase in population, new demands for service were now being made of the institutions. University enrollments were increasing significantly. Museums and historical societies experienced an upsurge in attendance. Expansion was in order as the general public, numbering in the hundreds of thousands, replaced a small, selective membership of a generation past.

Factors Indicating Selective Enforcement

As cultural areas expanded to meet a growing demand

for service, the deterioration of surrounding residential areas continued. Slum districts increased from relatively small, isolated neighborhoods to expansive, crowded, highly explosive major segments of the total community. As criminal activity increased within the slum districts, its effect inevitably was felt within the cultural area. All of the factors conducive to criminal activity were found here. Persons were present in great numbers, many of whom were wrongly identified as wealthy and easy prey simply because they frequented the institutions. Activity was usually the greatest during the evening. Many times much of the area was unlighted and consequently concealment readily possible for the criminal.

Of major significance to police agencies is the realization that the cultural area as such is rapidly developing into a serious police problem. Because the geographical distribution of institutions is extensive and a considerable portion of the area is accessible only on foot, many more police officers and considerable more police equipment is necessary to provide minimum police service. This distribution is completely disproportionate to the community as a whole. When economic factors are considered, adequate police service, even minimal, is found to be wholly unfeasible. Not one dollar of taxation is derived

from the cultural area.

The problem confronting the police executive is one of serious consequence. How can maximum police service be provided this area without jeopardizing the remainder of the community? Can the responsibility for policing the cultural area remain the sole responsibility of the regular police agency? Can new and yet unproved techniques be utilized to solve the problem to the satisfaction of the regular police agency, the community at large, and the institutions of the cultural area? Such was the dilemma of the University Circle of Cleveland, Ohio, in 1959. The problem was met by the Cleveland Police Department and the member institutions of the University Circle. A solution was outlined on the basis of a joint responsibility for safety and security on the part of the city police agency and the institutions themselves. A private police agency was created to provide necessary safety within the University Circle--an agency financed by the Circle institutions.

The plan was bold; the approach was new. The relative success of the undertaking can be determined by examining the results of the first five years of operation by the University Circle Police Department.

Evaluation of the University Circle Police Department

To make the emphatic statement that "the safety and security enjoyed today in the University Circle can be attributed to the operation of the University Circle Police Department" would be to deny the existence of other factors that may have contributed to the success of the plan. Without going into detail, some of these factors may be identified as: the continued presence of Cleveland Police motorized units, foot beat men, mounted and motorcycle officers; the presence of parking lot attendants at many of the major institutions; the construction of parking buildings; the installation of police emergency telephones; and the demolition and clearance of many residential and commercial buildings by the University Circle Development Foundation. It is well to observe that many of these factors were present prior to 1958 and seemingly had little or no effect upon the occurrence of criminal incidents. It was not until the early part of 1960, following the creation of the private police agency on March 15, 1959, that any truly significant results were realized.

The Incidence of Crime

The statistics from Table I, Chapter III, page 20, covering the period between 1955 and 1957, indicate a

substantial increase of criminal activity. In the period between 1961 and 1963, a very definite decline in crime for the Fifth District of the City of Cleveland was evidenced and a corresponding decrease in Zone 532, which contains the University Circle. The single major factor that differentiates the two periods is the presence of the private police agency. A comparison of other police districts within the city does not indicate that this decline was city-wide.

Tables IV and V show the crime rates for the years 1961, 1962, and 1963.

TABLE IV
MAJOR CRIME BY POLICE DISTRICTS³

District	1961	1962	1963	% of Change 1961-1963
1	8.4	9.43	10.0	Up 1.6%
2	8.4	8.72	8.8	Up 0.4%
3	18.1	17.29	15.5	Down 2.6%
4	17.4	15.99	16.2	Down 1.2%
5	30.8	30.81	31.1	Up 0.3%
6	16.9	17.72	18.4	Up 1.5%

³Figures from the Annual Reports of Cleveland Police Department, 1961, 1962, 1963.

TABLE V
ASSAULTS ON WOMEN (1961-63)⁴

	Year	Rape	Robbery	Purse Snatch	Ass/Bat.	Totals	% City Total
Dist. 5	1961	35	70	156	19	280	45.3%
Zone 532	1961	1	15	14	3	33	5.3%
Dist. 5	1962	42	68	129	25	264	44.3%
Zone 532	1962	2	9	7	3	21	3.5%
Dist. 5	1963	26	107	125	43	301	40.8%
Zone 532	1963	6	5	7	3	21	2.8%

Regular Police-Private Police Liaison

On the surface, the decrease in crime within the University Circle would indicate that the private police agency had accomplished its primary goal of providing maximum safety and security. However, there are other factors that should be considered. When this plan was originally conceived, it was recognized that the possibility of conflict between the regular and private police agency could very well destroy the plan before it had ample opportunity to prove its value. There were situations in the early months of operation that indicated the need for understanding and tolerance by both agencies. These

⁴Ibid.

difficulties were neither continuous nor were they always of a minor nature. However, whenever two law enforcement agencies operate within the same jurisdiction, problems will necessarily arise. Consequently, it was deemed imperative that some means of active, continuous liaison be instituted to deal with such problems if the goals of both agencies were to be attained.

It is a tribute to the Cleveland Police Department that this bold and daring departure from traditional police procedures could be conceived, inaugurated, and so capably effected.

Growth in Public Participation and Institution Expansion

A significant factor indicating the inadequacy of the early concept of safety within the University Circle was the gradual decline in public participation in the various programs of Circle institutions. This was not a situation that the institutions were suddenly or unexpectedly confronted with. A gradual leveling off of peak participation occurred during the late 1940's. Every effort to stimulate and encourage public participation was made by the major institutions to counteract this trend. Unfortunately, these programs were conducted on an individual basis with little cooperative effort expended by two

or more of the major institutions. By the mid 1950's, the situation had reached alarming proportions. It was at this time that the institutions realized that a cooperative approach to the situation had to be made. The following four years were spent researching and organizing a broad plan of attack upon the many problems unique to the cultural area as a whole. The increase in public participation in the various programs of Circle institutions to date is the best indication of the success of the operation.

Every institution within the University Circle has experienced a revitalized and, in some instances, overwhelming upsurge of public participation. Many of the museums, historical societies, concert halls, and hospitals are operating at peak capacity. University Hospitals is beginning a fifty million dollar expansion program; the Cleveland Museum of Art and the Museum of Natural Science are seriously considering major expansion of their main buildings; the Western Reserve Historical Society completed a major expansion program in 1962. A second expansion program totalling nearly one million dollars is presently nearing completion. Western Reserve University and Case Institute of Technology have completed construction projects totalling over forty million dollars and further plans equaling that amount are on the drawing

boards at the present time. A pharmaceutical research center is slated to be started during the spring of 1965. This project alone will cost in excess of forty million dollars. The member institutions of the University Circle have increased from thirty-one in 1958 to thirty-eight in 1963. New cultural institutions relocating within the area have given additional impetus to a program of growth and development.

Expansion of the Private Police Agency

The University Circle Police, like the institutions they represent, have not rested on past laurels. They have looked beyond the immediate need for total area security and provided for the future.

The first move of major significance for the department was the relocation of the headquarters buildings within the complex of the proposed main campus of Western Reserve University. At the same time, provision was made to maintain a twenty-four hour operation from the new building. Additional clerical personnel were added to the staff to assume those responsibilities that had previously been handled on a temporary and part-time basis by other agencies.

Uniformed personnel of the private police agency

have been increased from the original complement of fourteen officers to a numerical strength of twenty-three in 1964. A fourth police vehicle was put into full-time service during 1963 to provide patrol coverage in recently acquired residential and commercial areas. These are the areas identified as building sites for the existing institutions or the sites for new member institutions that will relocate within the University Circle.

Probably the most significant advance made within the Circle since the private police agency was created in 1959, has been the establishment of a division of interior security within the organizational structure of the police agency. Two of the major institutions, Western Reserve University and Case Institute of Technology, have eliminated their grounds and building security divisions. All protection, interior and exterior, is now centralized within the University Circle Police Department. A distinct division within the private police agency now provides a well-coordinated and highly effective police service for these agencies. The coordination of these two services, under a single administrative head has produced far greater savings economically and afforded a much greater margin of safety than originally anticipated.

The University Circle Police Department has been

closely scrutinized during its first five years of operation. The safety that is enjoyed today has not been a chance occurrence. It is the product of vision and determination on the part of the planners, and cooperation on the part of the men and women of the police agency itself.

The problem of criminality that was so pressing in 1959 no longer exists. The University Circle has been restored to the citizens of Northeastern Ohio as one of the nation's leading cultural complexes, an area in which the finest in man's cultural achievements may be enjoyed by all with a degree of safety and security unsurpassed for an area of its kind. No greater tribute could be paid this police agency than the multitudes of people visiting, studying, working in, or simply enjoying the beauty of, the University Circle of Cleveland, Ohio.

Recommendations

One can safely say that maximum safety and security is being provided within the University Circle of Cleveland, Ohio. Even a cursory examination of the facts indicates a near perfect accomplishment of the goal outlined five years ago. The uncontestable results are indicated through a continuous decrease in criminal incidents throughout the whole of the cultural area. This trend clearly

substantiates the hypothesis of this research: adequate safety within cultural areas can best be provided by the creation of an organization to represent the cultural institutions, by inaugurating a private police agency to augment the existing regular police agency and provision for coordinating the efforts of the institutions, private police and regular police agency. The program within the University Circle has been tried and proven over a five year period. As far as the program has progressed, it has met with a success unequalled by any plan set forth to date.

The author has had the opportunity to view this operation first-hand, having been a part of this private police agency from the day of its inception in 1959 until September of 1964. The following recommendations are consequently the fruit of personal observation and analysis as well as technical research.

Existing Institutional Police Services

There were many obstacles to be overcome in 1959. One serious obstacle was the hostility evidenced on the part of members of security divisions of the individual institutions. These men were completely unaware of the function of the private police agency. Their feeling of

distrust was unwarranted, yet presented a serious problem from the standpoint of harmonious relationships. To a degree there remains today a very definite indication of an uncooperative spirit between the private police agency and security divisions of at least two of the major institutions. This must be corrected. The complete flow of communications by all institutions, through a single administrative office is critical to the safety of the total area. Provision was not made in 1959 to accomplish this end completely, nor has serious thought been given it since.

What is needed today is the clarification of purpose of the private police function for all members of the various internal security divisions, and an awareness of exactly where these internal security divisions fit within the framework of total area security. Petty jealousies of a personal nature could be reduced to a minimum through open and frank discussion and a far greater measure of cooperation could be attained.

Interior Security

The creation of a security division within the structure of the University Circle Police agency was five years in coming. Certainly the need for consolidation of all existing interior security personnel was as apparent

in 1959 as it was in 1964. Unfortunately, administrative personnel did not make provision for coordinating existing interior security programs with the external patrol provided by the private police agency. It may be said that even today the goal of a security program that is well-coordinated on all levels has not as yet been reached. Individual security divisions operate completely independently of one another. The private police agency operates outside the scope of this makeshift security program. Theoretically, such a system of organizational confusion, duplication, and misunderstanding would provide for a very limited attainment of the police goal; practically it virtually guarantees failure.

It cannot be said that complete security within the cultural area has been attained. Certainly the incidents of crimes being committed on the streets have been controlled with a high degree of efficiency. Unfortunately, accurate information pertaining to the number of, or the relative frequency of, crimes being committed within the institutions is simply unavailable. It may be said with a high degree of probability that if the present system of interior security be maintained, the true goal of total security will never be attained.

What is needed today within the institutions

themselves is re-organization. Interior security programs, as structured today, are virtually geared to convenience of staff personnel, rather than to meeting the security needs of the institutions. The degree of efficiency of the various security divisions may be evidenced by the position to which they are relegated within the administrative hierarchy of the institution. The following are examples of the various departments to which the interior security divisions are directly responsible: maintenance department, building and grounds, business office, comptroller, and personnel office. Certainly there does not seem to be more than a token significance attached to any of the internal security programs. Much work remains to be done in this area. If total security is to be provided, the internal security divisions must be completely revamped and placed within the organizational structure of the private police agency. Anything short of this will only heighten rather than eliminate confusion, duplication, gross misunderstanding, and partial attainment of the ultimate police goal.

Internal Communications

Essential to the operation of a police agency is the need for creating an atmosphere conducive to the exchange of ideas and the open discussion of problem situations.

To maintain this spirit of participation, it becomes inevitable that the coordinating group make provision to meet regularly with the police staff. Under no circumstances should a feeling of indifference or an "if they don't care why should I?" attitude be permitted to exist. The obvious solution is to provide regular staff meetings. Of even greater significance, however, is the underlying need for incorporating into the organization the factor of incentive. No other device serves the purpose as well as sitting down on a regular basis and permitting those men to whom the responsibility for safety and security has been delegated, the opportunity to speak openly and frankly about the police agency.

Lighting

The original survey of proposed security measures was conducted by Mr. George O'Connor during 1958. One of the recommendations made by Mr. O'Connor pertained to the inadequate lighting facilities available at that time. Following Mr. O'Connor's recommendations, an extensive lighting program was undertaken by the various institutions. This program has been one of the important factors in reducing the incidence of crime in the cultural area. The sheer folly of this plan is that after a predetermined

time each evening, all of the additional lighting facilities in areas that have always been very difficult to patrol, are turned out. Maximum safety is prostituted for the sake of economy. It would be feasible from an economical standpoint, to reverse this procedure and not provide the lighting during that portion of the evening when maximum patrol strength is on the street and provide it during the hours after midnight when only motorized patrol units are maintained. Any consideration given to economy, at the risk of reducing the degree of public safety, is detrimental to the program of total area security. Every effort should be made to increase even further the amount of lighting presently provided and no serious consideration given turning any lights off until after daybreak.

Personnel

Paramount to the successful operation of a police agency is competency on the part of every member of that agency. To maintain this standard it may be necessary to go beyond the local community to secure qualified personnel. In 1959 the original group of fourteen officers represented a cross section of six states. Since 1962, with the exception of two officers who left the department for a short time and then returned, no man has been recruited outside

of the county. This is not to imply that a decline in competency of individual officers has been effected, but rather a lessening of administrative responsibility in attempting to locate the very best that is available on a national basis, rather than narrowing one's vision to interested individuals at the local level.

Training

It would not be essential that a private police agency be created in the cultural area if safety alone were the ultimate goal to be obtained. It was recognized that in addition to providing the necessary safety, a serious problem of restoring and maintaining a favorable public image was essential. To facilitate this end, it was imperative that the welfare of the institution be given serious consideration. The problem then became one of providing the necessary men, properly trained in law enforcement techniques and instilling in them a responsible attitude toward the institutions they represented.

It can be safely said that the basic police training afforded each member of this department is adequate and does, in fact, exceed what is generally accepted as minimal. However, this provides only a partial solution to what was originally identified as a two-fold problem. There

has never been a program offered to any member of this police agency that identified the function of the coordinating group, the factors necessitating the creation of the private police agency, the public service programs available within the cultural area, or the necessary relationship each officer must bear as a representative of the University Circle. As a result there is lacking a sense of identification on the part of private police officers with the institutions and/or cultural area.

This problem is a very real one. The solution will only be brought about by instilling in the present and future personnel, through all possible means, the ideals and objectives of the cultural area.

Utilization of Personnel

A favorable impression of a police agency is seldom created through contacts of an exclusively police nature. More often it is the "extra-curricular" police contact that creates a lasting favorable impression. It is interesting to observe that within the University Circle there is a definite lack of police-public participation of a non-police nature. This is a tragic waste of potential when three quarters of the police personnel are either college graduates or presently engaged in securing the undergraduate degree. To fail to recognize the true

significance of such an opportunity is to eliminate from the private police agency one of its essential functions.

It is recommended that a lecture group of police officers and supervisory personnel be established. That these men be provided with movie clips or picture slides of the University Circle. That the lecture group become actively engaged with the many civic and cultural clubs, committees, and formal functions of the institutions. That printed literature, explaining the function of the private police agency be provided all participating institutions and widely distributed to visitors, guests, and employees. That a continuous program of police-public identification be maintained. That through such a program the private police agency will eventually be recognized primarily as a service agency by the general public, with the primary function of crime prevention and apprehension recognized only by that undesired criminal element of society.

Concluding Remarks

The University Circle of Cleveland, Ohio, may properly be identified as the most revolutionary enterprise in the United States. In scope of cultural attraction, public service, education facilities, or private research,

it ranks unequivocally first.

The reasons that one may attribute to this phenomenal growth are as varied as the individuals who have planned for and provided a cultural area of beauty, education, and safety. It is in this realm of safety that the police administrators of this generation must pause and examine in detail the challenge presented by the cultural areas of metropolitan communities.

It is ironic that a problem of safety, one clearly visible and undeniably serious to the community, should be challenged and ultimately solved by the "lay practitioner" of the community. If it could be minimized by the police practitioner, one might conclude that all possible measures were taken to rectify the increasing problem of criminal activity within the cultural area. This is not the case. Logic indicates that all possible solutions within the traditional scope of police operation were attempted. Not once was any attempt made by the regular police agency to go beyond traditional police practices. Not once did the regular police agency make an attempt to take the problem of cultural area safety to its very source--the institutions of the cultural area. Evidence indicates that if the problem had not been recognized by the institutions

as threatening to the cultural area and damaging to the community at large, no solution would have been forthcoming.

The lesson learned in Cleveland is worthy of the closest scrutiny. Metropolitan communities continue to increase daily in population and number. Too long we have waited or depended on too little. Progress does not have to be measured in inches. Great strides await law enforcement agencies. What remains for the police practitioner is to analyze the total problem of criminal activity in terms of cause and prepare a practical and realistic police effect; one designed to provide maximum safety for the total community; one designed to solve individual problems on an individual basis; one designed to produce effect; one designed to encompass all of the facilities of the community and not necessarily only the police resources.

Questions to be Answered

This study is neither intended to be, nor is, all inclusive. One must keep in mind the newness of this concept and the limited application it has received nationally. As other agencies are developed within similar cultural centers, much experience and knowledge will be gained. It is intended that the limited application of this concept, as it is being successfully implemented in Cleveland,

Ohio, will encourage others to build upon this foundation for the betterment of the police service and the welfare of the citizens we serve.

Many problems are encountered when this concept of dual responsibility is implemented. Some have not been resolved at the time of this writing. The following questions are considered to be the most important.

Was there an actual need for a private police agency?

What were the obvious deficiencies in organization that hindered the police task?

What were the underlying factors that contributed to the failure of, or the limited attainment of, the success of the private police agency?

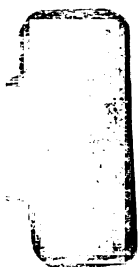
The disproportionately high rate of crime that is peculiar to cultural areas of metropolitan cities is preventable. Early recognition of the contributing factors and the implementation of a police service, specifically designed to serve the institutions of these areas can restore and adequately maintain, a greater degree of safety and security than is commonly experienced by the municipality in general.

These private police agencies can operate at maximum effectiveness, while requiring little or regular police

supervision, if adequate preparation is provided for close and continuous liaison between institutions, private police, and the regular police agency.

The activities of the regular police agency and the private police agency can operate harmoniously and still maintain their individual identities and independence, providing a single coordinating group represent all the institutions of the cultural area. The institutions must subordinate their individual security difficulties to the major objection of total area safety and security.

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