

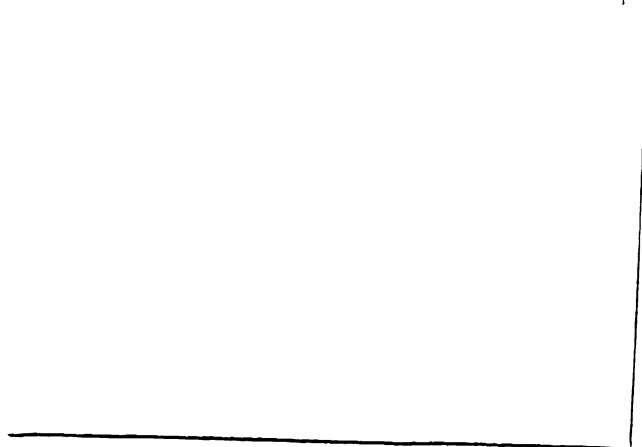
THE ROLE OF THE MICHIGAN DEPARTMENT OF  
STATE POLICE IN URBAN LAW ENFORCEMENT

Thesis for the Degree of M. S.

MICHIGAN STATE UNIVERSITY

LEROY ALLEN FLADSETH

1972





~~08-23-74~~ 296

A-103

## ABSTRACT

### THE ROLE OF THE MICHIGAN DEPARTMENT OF STATE POLICE IN URBAN LAW ENFORCEMENT

By

LeRoy Allen Fladseth

Urbanization during the last half century has had a dynamic impact on our society. Living styles have changed drastically as the cities and suburbs have displaced villages and farms.

In southeast Michigan, the urban complex has swelled to nearly five million persons, twice that of fifty years ago. Associated with the urban movement are many and varied problems, one of which is law enforcement.

The Michigan State Police have traditionally been characterized as a rural police agency. Organized during World War I in a rural environment, police service to the non urban community has been a principal mission.

The theme of this study concerns what happens when a traditionally rural law enforcement agency, specifically the Michigan Department of State Police, is caught up in the process of urbanization. This forms the central question around which this study is structured.



Three hypotheses were asserted concerning the department's response to this urban process. The first theorized in effect that as population increased in a given area, the impact of State Police line operations on the crime problem would decrease. The second was similar, and suggested that as population increased, departmental impacts on the traffic problem would likewise decrease. Thirdly, it was asserted that State Police auxiliary staff service functions, such as crime laboratories, communication and information centers, technical specialists, etc., have a greater impact on urban law enforcement than line services.

The data and information framework for determining the validity of these statements was established by profiling departmental line service functions in the metropolitan State Police Second District, which includes Detroit. A statistical profile at five year intervals from 1940 through 1970 was presented. Also, auxiliary staff service functions of the department were profiled primarily in a narrative fashion.

An analysis of the findings caused the writer to reject the first two hypotheses. The data indicated that as population increased, the State Police personnel allocation to the area also increased. Despite the growth of local law enforcement services in the area, the State Police tenaciously hold their position until either an area is incorporated into a city, or becomes so urbanized and self

sustaining that State Police operations diminish in significance when compared to the total law enforcement effort being carried on.

The third hypotheses was sustained as evidence strongly suggested that auxiliary staff services of the department make greater over-all organizational contributions than line services.

So as to minimize duplication and overlap of services among police agencies in an urban area, the writer suggests that local government be encouraged to establish their own police operation, and that alternative State Police functions be explored. Several are briefly identified as examples.

Over the past fifty-five years the profile of the Michigan State Police has evolved from that of a mounted cavalry type force to that of a computer oriented, state-wide law enforcement-public service organization of omnibus design. A police department, information agency, central record depository, inter-linking communications system, research center, fire inspection service, scientific crime laboratory, data processing facility, civil defense catalyst, and many more, establishes the Michigan Department of State Police as a diversified law enforcement service arm of state government.

THE ROLE OF THE MICHIGAN DEPARTMENT OF STATE POLICE  
IN URBAN LAW ENFORCEMENT

By

LeRoy Allen Fladseth

A THESIS

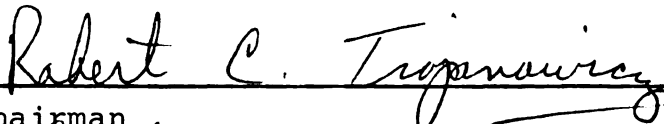
Submitted to  
Michigan State University  
in partial fulfillment of the requirements  
for the degree of

MASTER OF SCIENCE

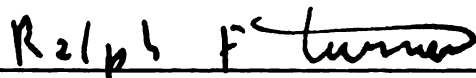
School of Criminal Justice

1972

Approved:

  
Chairman

  
Member

  
Member

67-1212-

Copyright by  
LEROY ALLEN FLADSETH

1972

## PREFACE

Some of us may reside in a rural communities, but we all live in an urban society.

Dr. Walter Adams, President, Michigan State University, The State Journal, Lansing, Michigan, December 6, 1969.

With certainty, urbanization processes are rapidly enveloping our communities. This study directs attention to these processes, as measured by population change, and as it relates to law enforcement at the state level in Michigan. It establishes a departing point only, and is specifically designed to be a working document for a subsequent and more exhaustive research project which should follow.

The contents herein relate descriptively to a brief historical past as far as State Police operations are concerned, and speculate only a few brief years into the future. Considering that the turn of the century is only a single career length away for officers now entering the department, short range planning is entirely inappropriate. What about fifty or even one hundred year planning? Shouldn't some exploration of future urban and environmental conditions be made so as to give basic direction for the

future? The writer concedes that the further one extrapolates into the future, the more difficult the task and less predictable the results. Nevertheless, it is contended that certain general objectives and goals can be established, based upon what is predictable, and basic plans developed which would be of considerable value in charting the public service mission of the department.

This writer strongly endorses the recommendation of his thesis committee that a joint Department of State Police--Michigan State University team research project be initiated to determine the various dimensions of the future urbanization problem, and the identification of alternative roles which the department may relate to, not only in the next few years, but even into the twenty-first century.

Michigan State University, as well as other institutions of higher learning, have a resource capability which governmental agencies should capitalize on. Several departmental members are working on advanced degrees, and there will be more in the future, who may be interested in participating in certain phases of this type of project for academic credit. It is suggested that utilizing a joint departmental-university team approach, with coordinated philosophies, objectives, and methodologies, a long range research project should be undertaken to chart a future course of basic direction, with built-in alternatives

and their anticipated consequences. The expertise is available within both institutions for this.

The results of an unplanned future, especially in a dynamic urban society, is management by crisis, with "external" change agents exercising influences which may precipitate certain undesirable consequences. The ultimate of course is organizational disjunction, fragmentation, or disintegration.

A closer working relationship between government and the university community is therefore encouraged, so the expertise of both institutions may be brought together, in a pragmatic yet scientific search for alternative solutions to a variety of complex organizational and public service problems.

## ACKNOWLEDGEMENTS

It would be remiss if I failed to acknowledge those persons, who, in their own way contributed to make this study possible.

First, I wish to express sincere appreciation to Dr. Robert Trojanowicz, chairman of my thesis committee for his direction, guidance, and words of encouragement during all stages of this study.

Also special thanks to Professor Arthur F. Brandstatter, Director of the School of Criminal Justice, and Professor Ralph Turner, a public administration authority as well as noted scientific crime analyst, for serving on my committee, extending their extensive knowledge and experience.

I wish to acknowledge Colonel John R. Plants, Director of the Michigan Department of State Police, for encouraging my initial involvement in this topic, and granting permission to explore it further.

It was Major John N. Brown, Deputy Director, Bureau of Staff Services, Michigan Department of State Police who authorized access to many of the records, information, and source data used. Without his approval, the study would not have been possible.



I have a special appreciation for Captain George L. Halverson, former Commanding Officer of the State Police Training Division, and presently in command of the Emergency Services Division for his sound leadership, guidance and direction. A self made professional police executive of the highest caliber, it is he who continually challenges me in my pursuit of a professional law enforcement career.

Miss Arlin Lavengood, a long time personal friend deserves special recognition for her kind assistance in typing of parts of the final draft. Without her assistance, the end product would have been delayed.

I also thank my parents for their continual support and encouragement during my school years. It has been their unselfish example and concern for others which have impressed me most, and after which I endeavor to pattern my life.

My wife Loris has more invested in this document than anyone will ever know. Her patience, understanding, and continual support during the many evening hours it was necessary to be away studying are sincerely appreciated. Also, an excellent proof reader in her own right, her talented skill in this area assisted greatly in preparing the final draft.

Special gratitude is extended to my oldest son Douglas, and our twins Bonnie and Ronnie. I appreciate their endurance of having to share dad with the books and

the "office" during the last several months. I only hope and pray that in the days ahead there will be opportunity, together, to make up for lost time.

## TABLE OF CONTENTS

|                                                                   | Page  |
|-------------------------------------------------------------------|-------|
| PREFACE . . . . .                                                 | ii    |
| ACKNOWLEDGEMENTS . . . . .                                        | v     |
| LIST OF TABLES . . . . .                                          | x     |
| LIST OF FIGURES. . . . .                                          | .xiii |
| LIST OF MAPS. . . . .                                             | xiv   |
| LIST OF GRAPHS . . . . .                                          | xv    |
| <br>Chapter                                                       |       |
| I INTRODUCTION . . . . .                                          | 1     |
| The Problem. . . . .                                              | 1     |
| Scope of the Study . . . . .                                      | 4     |
| Importance of the Study. . . . .                                  | 6     |
| Definitions. . . . .                                              | 8     |
| Question, Objectives and Hypotheses. . . . .                      | 11    |
| Organization of the Thesis. . . . .                               | 13    |
| II REVIEW OF THE LITERATURE . . . . .                             | 15    |
| The Rural-Urban Transition. . . . .                               | 15    |
| Population Trends. . . . .                                        | 19    |
| Metropolitan Law Enforcement . . . . .                            | 35    |
| The Role of the State in Local Law Enforce-<br>ment . . . . .     | 43    |
| Organizational Behavior. . . . .                                  | 50    |
| Summary . . . . .                                                 | 56    |
| III THE MICHIGAN STATE POLICE: A PRESPECTIVE . . . . .            | 58    |
| An Overview. . . . .                                              | 58    |
| A Brief History . . . . .                                         | 61    |
| State Police Act . . . . .                                        | 74    |
| Organizational Structure and Geographical<br>Dispersion . . . . . | 78    |
| Impacts on Function . . . . .                                     | 84    |
| Summary . . . . .                                                 | 89    |

| Chapter |                                                                            | Page |
|---------|----------------------------------------------------------------------------|------|
| IV      | METHODOLOGY . . . . .                                                      | 91   |
|         | An Overview. . . . .                                                       | 91   |
|         | Identification of the Crime and Traffic<br>Problem . . . . .               | 93   |
|         | Profiling Line Services. . . . .                                           | 94   |
|         | Profiling Auxiliary Staff Services . . . . .                               | 106  |
| V       | PRESENTATION OF FINDINGS . . . . .                                         | 112  |
|         | An Overview. . . . .                                                       | 112  |
|         | Identification of the Crime and Traffic<br>Problem . . . . .               | 113  |
|         | Interstate Freeway System . . . . .                                        | 120  |
|         | Profiling Line Service Functions. . . . .                                  | 125  |
|         | Detroit Post (21). . . . .                                                 | 139  |
|         | Romeo Post (22) . . . . .                                                  | 147  |
|         | St. Clair Post (23) . . . . .                                              | 147  |
|         | Warren Post (24) . . . . .                                                 | 158  |
|         | Flat Rock Post (25) . . . . .                                              | 158  |
|         | Ypsilanti Post (26) . . . . .                                              | 164  |
|         | Pontiac Post (27). . . . .                                                 | 164  |
|         | Erie Post (28). . . . .                                                    | 175  |
|         | Profiling Auxiliary Staff Service Functions . . . . .                      | 186  |
| VI      | ANALYSIS OF FINDINGS . . . . .                                             | 215  |
|         | Discussion of Question . . . . .                                           | 215  |
|         | Discussion of Objectives . . . . .                                         | 219  |
|         | Discussion of Hypotheses . . . . .                                         | 224  |
|         | Summary . . . . .                                                          | 234  |
| VII     | SUMMARY, CONCLUSIONS, AND OPERATIONAL<br>ALTERNATIVES . . . . .            | 237  |
|         | Summary . . . . .                                                          | 237  |
|         | Conclusions. . . . .                                                       | 243  |
|         | Operational Alternatives . . . . .                                         | 245  |
|         | Postscript . . . . .                                                       | 252  |
|         | BIBLIOGRAPHY. . . . .                                                      | 254  |
|         | APPENDIX . . . . .                                                         | 261  |
| A       | Michigan State Police Strength Report,<br>January 5, 1972 . . . . .        | 262  |
| B       | Department of State Police Command Register,<br>February, 1972. . . . .    | 267  |
| C       | Department of State Police Organizational<br>Chart, October, 1971. . . . . | 273  |

## LIST OF TABLES

| Table                                                                                                                                                                                                                           | Page |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 1. Second District County Population Distribution (1930 - 1970). . . . .                                                                                                                                                        | 26   |
| 2. Distribution of Michigan State Police Sworn Personnel by Rank. . . . .                                                                                                                                                       | 83   |
| 3. Distribution of Michigan State Police Sworn Personnel by Area of Assignment . . . .                                                                                                                                          | 85   |
| 4. Part I Offenses Reported in the Six Principal Second District Counties of Macomb, Monroe, Oakland, St. Clair, Washtenaw, and Wayne for the Period of 1960-1970; Also the Number of Part I Offenses Cleared by Arrest . . . . | 114  |
| 5. Vehicle Registrations Issued by Second District Counties, 1940-1970 . . . . .                                                                                                                                                | 116  |
| 6. Reported Traffic Accidents by Second District Posts - 1969 . . . . .                                                                                                                                                         | 118  |
| 7. Reported Traffic Accidents by Second District Posts - 1970 . . . . .                                                                                                                                                         | 119  |
| 8. Traffic Offense Arrests by Second District Posts by Type of Highway 1969. . . . .                                                                                                                                            | 121  |
| 9. Traffic Offense Arrests by Second District Posts by Type of Highway 1970. . . . .                                                                                                                                            | 122  |
| 10. Number of Incorporated Second District Cities 1940 - 1970 . . . . .                                                                                                                                                         | 132  |
| 11. Second District Population Summary. . . . .                                                                                                                                                                                 | 133  |
| 12. Local Second District Law Enforcement Summary . . . . .                                                                                                                                                                     | 134  |
| 13. Activity Summary. District/Post: Second District. . . . .                                                                                                                                                                   | 136  |
| 14. Activity Summary. District/Post: Second District Headquarters . . . . .                                                                                                                                                     | 140  |

| Table |                                                                  | Page |
|-------|------------------------------------------------------------------|------|
| 15.   | Population Summary. Post: Detroit (21) . . .                     | 142  |
| 16.   | Local Law Enforcement Summary. Post:<br>Detroit (21) . . . . .   | 143  |
| 17.   | Activity Summary. District/Post: Detroit<br>(21) . . . . .       | 144  |
| 18.   | Population Summary. Post: Romeo (22) . . .                       | 148  |
| 19.   | Local Law Enforcement Summary. Post: Romeo<br>(22) . . . . .     | 149  |
| 20.   | Activity Summary. District/Post: Romeo (22) .                    | 150  |
| 21.   | Population Summary. Post: St. Clair (23) . .                     | 153  |
| 22.   | Local Law Enforcement Summary. Post: St.<br>Clair (23) . . . . . | 154  |
| 23.   | Activity Summary. District/Post: St. Clair<br>(23) . . . . .     | 155  |
| 24.   | Population Summary. Post: Warren (24) . . .                      | 159  |
| 25.   | Local Law Enforcement Summary. Post: Warren<br>(24) . . . . .    | 160  |
| 26.   | Activity Summary. District/Post: Warren (24) .                   | 161  |
| 27.   | Population Summary. Post: Flat Rock (25) . .                     | 165  |
| 28.   | Local Law Enforcement Summary. Post: Flat<br>Rock (25) . . . . . | 166  |
| 29.   | Activity Summary. District/Post: Flat Rock<br>(25) . . . . .     | 167  |
| 30.   | Population Summary. Post: Ypsilanti (26) . .                     | 170  |
| 31.   | Local Law Enforcement Summary. Post:<br>Ypsilanti (26) . . . . . | 171  |
| 32.   | Activity Summary. District/Post: Ypsilanti<br>(26) . . . . .     | 172  |
| 33.   | Population Summary. Post: Pontiac (27) . . .                     | 176  |

| Table |                                                                                     | Page |
|-------|-------------------------------------------------------------------------------------|------|
| 34.   | Local Law Enforcement Summary. Post:<br>Pontiac (27) . . . . .                      | 178  |
| 35.   | Activity Summary. District/Post: Pontiac<br>(27) . . . . .                          | 179  |
| 36.   | Population Summary. Post: Erie (28). . . . .                                        | 181  |
| 37.   | Local Law Enforcement Summary. Post: Erie<br>(28) . . . . .                         | 182  |
| 38.   | Activity Summary. District/Post: Erie (28) . . . . .                                | 183  |
| 39.   | Crime Laboratory Distribution of Case Load<br>to Law Enforcement Agencies . . . . . | 201  |
| 40.   | Latent Print Examinations, Identifications,<br>and Local Police Serviced . . . . .  | 204  |
| 41.   | Second District Polygraph Request and Usage<br>1970 - 1971. . . . .                 | 205  |

## LIST OF FIGURES

| Figure                                                           | Page |
|------------------------------------------------------------------|------|
| 1. LEIN Interconnecting Computer Information<br>System . . . . . | 194  |



## LIST OF MAPS

| Map |                                                                 | Page |
|-----|-----------------------------------------------------------------|------|
| 1.  | Michigan State Police Posts . . . . .                           | 5    |
| 2.  | Detroit Area Freeway System . . . . .                           | 124  |
| 3.  | Detroit Area, 1960 Average Daily Traffic. . . . .               | 126  |
| 4.  | Detroit Area, 1969 Average Daily Traffic. . . . .               | 127  |
| 5.  | Second District Post Locations and Area<br>Boundaries . . . . . | 129  |

## LIST OF GRAPHS

| Graph                                                                         | Page |
|-------------------------------------------------------------------------------|------|
| 1.     Ratio of Man Hours to Population Density<br>(Second District). . . . . | 138  |
| 2.     Ratio of Man Hours to Population Density<br>(Detroit Post). . . . .    | 146  |
| 3.     Ratio of Man Hours to Population Density<br>(Romeo Post) . . . . .     | 152  |
| 4.     Ratio of Man Hours to Population Density<br>(St. Clair Post) . . . . . | 157  |
| 5.     Ratio of Man Hours to Population Density<br>(Warren Post) . . . . .    | 163  |
| 6.     Ratio of Man Hours to Population Density<br>(Flat Rock Post) . . . . . | 169  |
| 7.     Ratio of Man Hours to Population Density<br>(Ypsilanti Post) . . . . . | 174  |
| 8.     Ratio of Man Hours to Population Density<br>(Pontiac Post). . . . .    | 180  |
| 9.     Ratio of Man Hours to Population Density<br>(Erie Post). . . . .       | 185  |

## CHAPTER I

### INTRODUCTION

#### The Problem

The dynamics of urbanization during the last half century has revolutionized patterns of living in this country. Michigan markets a product which perhaps has provided the greatest single impetus to the relatively sudden emergence of our sprawling urban complex--the automobile. By so doing, the greater Detroit metropolitan area has developed into a thriving center of mass urbanization.

From a population of slightly over 3½ million persons in 1920, to nearly 9 million in 1970, the state has experienced nearly a 150 per cent increase in population.<sup>1</sup> What makes this particularly noteworthy is the impact of this increase in the urban Detroit area. Today over 4 million persons reside in the three counties of Wayne, Oakland, and Macomb, which comprises the heart of the urban

---

<sup>1</sup>U. S. Census reports indicate the official Michigan population in 1920 was 3,657,110, and 8,875,083 in 1970. The 1970 count is based on those cited in the U. S. Census Bureau Advanced Report, January, 1971.

Detroit area.<sup>2</sup> In terms of population density, this equals 2,137 persons per square mile of land area, an increase of 321 per cent since 1920 when the population density was 665 persons per square mile.<sup>3</sup> Projections for the future vary, but most authorities agree that a doubling of current population figures would be a conservative estimate for the year 2,000.

Many problems which governmental agencies confront today directly relate to the urbanization process. Critics of local government in recent years have pointed with alarm to the proliferation of local government in metropolitan areas, and the fragmentation of organization in functioning law enforcement agencies. This, along with multi-agency overlap and duplication of services contributes to professional competition, uncoordinated programs, and general economic waste. For example, in a given area of Michigan it is not unusual to have a village marshal, a township police department, the county sheriff, and the state police, all on duty, all with primary and concurrent jurisdiction, performing the same functions and providing like services.

---

<sup>2</sup>According to 1970 advanced U. S. Census reports, a total of 4,199,931 persons reside in these three counties.

<sup>3</sup>Total land area of the three counties is 1,965 square miles. Wayne County is 607; Oakland County is 877; Macomb County is 481. Source: U. S. Bureau of the Census, Area of the United States, 1940, and U. S. Census of Agriculture, 1950.

Each of these layers of government is a separate entity and have been granted general police powers by the state.<sup>4</sup>

The focus of this study, although primarily descriptive in nature, is designed to address itself to one central questions: What happens when a traditionally rural law enforcement agency becomes engulfed in the urban scene? This encroachment of the urban environment appears to have a strong influence on functional change within the organization. It is recognized that many factors directly and indirectly influence functional adjustment, i.e. political, organizational, cultural, environmental, etc., but even these for the most part can be related to the dynamics of urbanization.

The purpose of this study then is to comprehensively identify, classify, profile and analyze major functions and services of the Michigan Department of State Police within a specified urban geographical area, and overlay these with patterns of urbanization, thereby showing relationships. Of major concern is the impact of the Michigan State Police on both crime and traffic problems in the urban community.

---

<sup>4</sup>Federal law enforcement agencies operating in a given area provide another layer of governmental law enforcement service, however their functions are of a specialized investigative nature, and therefore are classified differently.

## Scope of the Study

### Geographical

The geographical scope of this study, for the most part, aligns with the geographical boundaries of the State Police Second District. This area touches seven southeast Michigan counties, and encompasses approximately 3,400 square miles of the Detroit metropolitan area. Map 1 on page 5 depicts the geographical boundaries of the Michigan State Police areas, along with individual Post locations.

According to 1970 U. S. Bureau of the Census statistics, nearly five million people reside within this geographical area. Currently the State Police maintain eight Posts plus two scientific crime laboratories, with a contingent of over three hundred and fifty sworn police officers. For these reasons this area was selected to study the impact of urbanization on State Police operations.

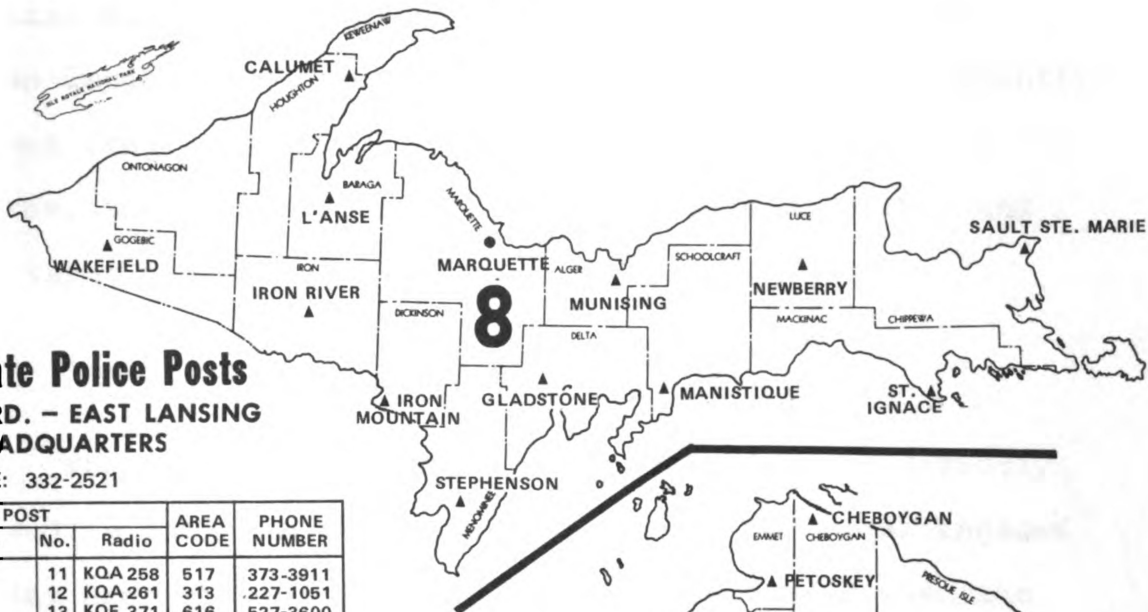
### Functional

The functional scope of this study will include a profiling of both line and auxiliary staff services operating within the above area. Line services of course are physically and functionally operative within the Second District itself and have been classified into five categories: Patrol, Investigative (Non Traffic), Traffic Services, Administrative Support Services, and Other Activities. Auxiliary staff services may or may not be physically

# MICHIGAN

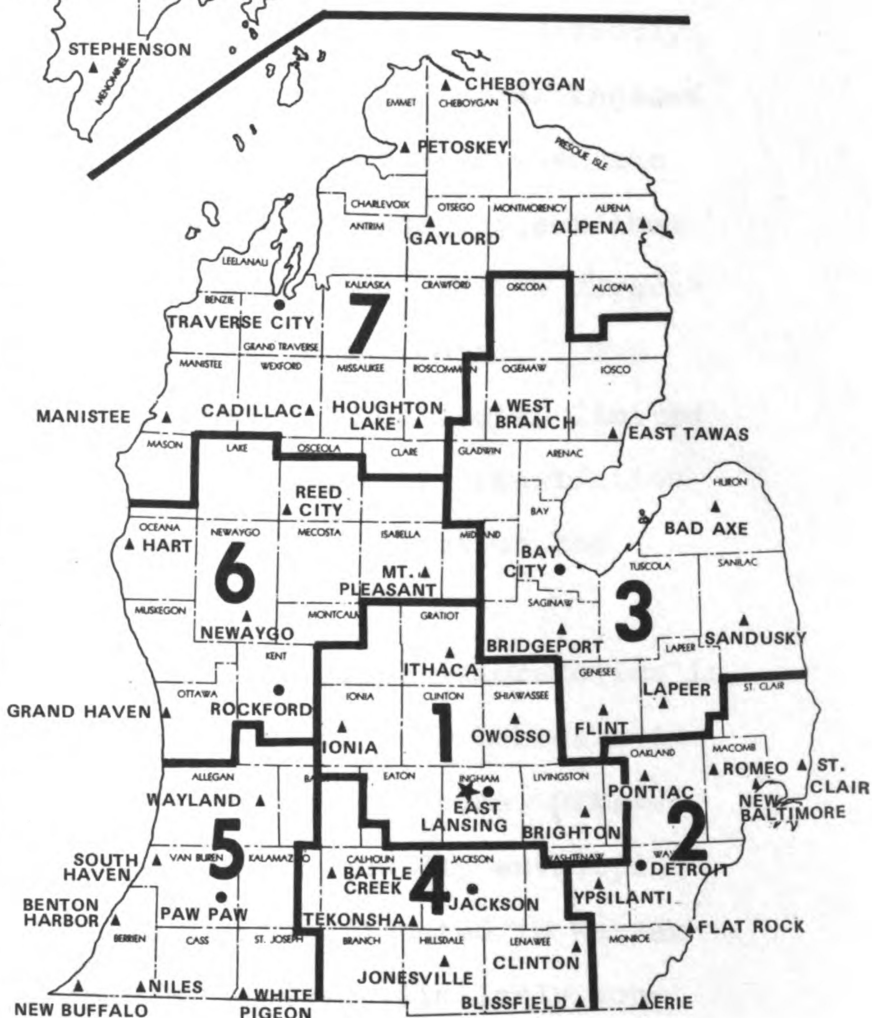
## DEPARTMENT OF STATE POLICE

### East Lansing



**Michigan State Police Posts**  
**SO. HARRISON RD. - EAST LANSING**  
**DEPT. HEADQUARTERS**  
**PHONE: 332-2521**

| DISTRICT<br>NUMBER | POST             |     |         | AREA<br>CODE | PHONE<br>NUMBER |
|--------------------|------------------|-----|---------|--------------|-----------------|
|                    | Location         | No. | Radio   |              |                 |
| No. 1              | *Lansing         | 11  | KQA 258 | 517          | 373-3911        |
|                    | Brighton         | 12  | KQA 261 | 313          | 227-1051        |
|                    | Ionia            | 13  | KQF 371 | 616          | 527-3600        |
|                    | Ithaca           | 14  | KQG 610 | 517          | 875-4111        |
|                    | Owosso           | 15  | KQA 931 | 517          | 723-6761        |
| No. 2              | *Detroit         | 21  | KQA 262 | 313          | 531-4100        |
|                    | Romeo            | 22  | KQA 263 | 313          | 781-8661        |
|                    | St. Clair        | 23  | KQA 264 | 313          | 329-2233        |
|                    | New Baltimore    | 24  | KQA 265 | 313          | 725-7503        |
|                    | Flat Rock        | 25  | KQA 266 | 313          | 782-2434        |
|                    | Ypsilanti        | 26  | KQA 267 | 313          | 482-1211        |
|                    | Pontiac          | 27  | KQA 269 | 313          | 332-9132        |
|                    | Erie             | 28  | KQA 277 | 313          | 848-2016        |
| No. 3              | *Bay City        | 31  | KQA 270 | 517          | 684-2234        |
|                    | East Tawas       | 32  | KQA 271 | 517          | 362-3434        |
|                    | Bad Axe          | 33  | KQA 272 | 517          | 269-6441        |
|                    | Sandusky         | 34  | KQA 268 | 313          | 648-2233        |
|                    | Flint            | 35  | KQA 273 | 313          | 732-1111        |
|                    | West Branch      | 36  | KQA 274 | 517          | 345-0955        |
|                    | Bridgeport       | 37  | KQG 577 | 517          | 777-3700        |
|                    | Lapeer           | 38  | KQA 931 | 313          | 664-2905        |
| No. 4              | *Jackson         | 41  | KQA 275 | 517          | 782-9443        |
|                    | Clinton          | 42  | KQA 276 | 313          | 456-4123        |
|                    | Tekonsha         | 43  | KQJ 657 | 517          | 767-4128        |
|                    | Blissfield       | 44  | KQA 278 | 313          | 486-2131        |
|                    | Jonesville       | 45  | KQA 279 | 517          | 849-2111        |
|                    | Battle Creek     | 46  | KQA 280 | 616          | 968-6115        |
| No. 5              | *Paw Paw         | 51  | KQA 281 | 616          | 657-5551        |
|                    | White Pigeon     | 52  | KQA 282 | 616          | 483-7611        |
|                    | Niles            | 53  | KQA 283 | 616          | 683-4411        |
|                    | New Buffalo      | 54  | KQA 284 | 616          | 469-1111        |
|                    | South Haven      | 55  | KQA 285 | 616          | 637-2125        |
|                    | Wayland          | 56  | KQG 296 | 616          | 792-2213        |
|                    | Benton Harbor    | 57  | KQA 931 | 616          | 926-7361        |
| No. 6              | *Rockford        | 61  | KQA 286 | 616          | 866-4411        |
|                    | Reed City        | 62  | KQA 287 | 616          | 832-2221        |
|                    | Mt. Pleasant     | 63  | KQA 288 | 517          | 773-5951        |
|                    | Grand Haven      | 64  | KQA 289 | 616          | 842-2100        |
|                    | Newaygo          | 65  | KQG 964 | 616          | 652-9521        |
|                    | Hart             | 66  | KJK 774 | 616          | 873-2171        |
| No. 7              | *Traverse City   | 71  | KQA 290 | 616          | 946-4646        |
|                    | Cheboygan        | 72  | KQA 291 | 616          | 627-9973        |
|                    | Gaylord          | 73  | KQA 292 | 517          | 732-5141        |
|                    | Alpena           | 74  | KQA 293 | 517          | 354-4101        |
|                    | Houghton Lake    | 75  | KQA 294 | 517          | 422-5101        |
|                    | Cadillac         | 76  | KQA 260 | 616          | 775-2433        |
|                    | Manistee         | 77  | KQA 296 | 616          | 723-3535        |
|                    | Petoskey         | 78  | KQG 525 | 616          | 347-8101        |
| No. 8              | *Marquette       | 81  | KQA 297 | 906          | 226-6511        |
|                    | Newberry         | 82  | KQA 298 | 906          | 293-5151        |
|                    | St. Ignace       | 83  | KQA 259 | 906          | 400             |
|                    | Manistique       | 84  | KQA 299 | 906          | 341-2101        |
|                    | Gladstone        | 85  | KQA 300 | 906          | 425-2711        |
|                    | Iron Mountain    | 86  | KQA 301 | 906          | 774-2121        |
|                    | Wakefield        | 87  | KQA 295 | 906          | 224-9691        |
|                    | L'Anse           | 88  | KQA 302 | 906          | 524-6161        |
|                    | Stephenson       | 89  | KQG 526 | 906          | 753-2275        |
|                    | Calumet          | 90  | KQG 527 | 906          | 337-2211        |
|                    | Munising         | 91  | KQG 977 | 906          | 387-2517        |
|                    | Iron River       | 92  | KJP 273 | 906          | 265-9916        |
|                    | Sault Ste. Marie | 93  | KBG 775 | 906          | 632-2216        |



Map 1

| LEGEND |                              |
|--------|------------------------------|
| ★      | DEPARTMENT HEADQUARTERS      |
| ●      | DISTRICT HEADQUARTERS & POST |
| ▲      | POST                         |
| —      | DISTRICT BOUNDARIES          |

|                           |     |          |
|---------------------------|-----|----------|
| Holland Crime Laboratory  | 616 | 396-5263 |
| Plymouth Crime Laboratory | 313 | 455-3400 |
| Warren Crime Laboratory   | 313 | 759-3930 |

operative within the prescribed area, nevertheless they have an impact on the law enforcement effort in the community. Although these can not be easily profiled in statistical measures, their functions can be narratively described and their input generally determined.

### Importance of the Study

The Michigan Department of State Police is directly involved in policing the urban community. Functions engaged in today are quite different from those performed when the department was first organized. Early records suggest that rural law enforcement and assistance to local police departments were primary concerns during its infant years.<sup>5</sup> The transformation over the years has been gradual, with limited apparent deliberation concerning the impact of urbanization on the organization, or the organizations effect on the urban law enforcement problem.

Today, with eight Posts and two crime laboratories in the Second District, five of the Posts and both laboratories are physically located within the tri-county Wayne, Oakland and Macomb area. The urban community is rapidly enveloping each of them. In March of 1971, the Post located in Warren was relocated and is now at New Baltimore. Similarly, construction of a new Ypsilanti Post is being considered closer

---

<sup>5</sup>Oscar G. Olander, Your State Police. Published by the Michigan State Police, Undated, (About 1941).



to Ann Arbor and a principal interstate highway. Likewise, there are plans to move the Detroit Post and Second District Headquarters, presently located in Redford Township, to the Novi-Northville area, as soon as property can be secured. The question of course is: Are they being moved out only to be swallowed up again by the urban complex later on? Also, what about the other urban Posts--what is their future?

Decisions are made daily which affect the lives of millions of metropolitan residents and visitors. The writer is aware of no comprehensive report which probes the role of the Michigan State Police, or any state wide law enforcement agency, in an urban environment. One can only speculate on what is taking place, or will take place, based upon fragmented items of information and statistical data scattered among several agencies. It is therefore the intent of this study to focus on both line and auxiliary staff services, giving a broad perspective of the role of the Michigan State Police in urban law enforcement.

In addition to serving as a planning and research instrument, certain findings presented herein may have varying degrees of application to local law enforcement agencies within the geographical area studied. Also it may have value for other state law enforcement agencies whose operational posture is similar to that of the Michigan State Police. Portions of this study may provide useful inputs for state and regional law enforcement planning committees,

particularly in determining how local law enforcement relates to state law enforcement. Most of all however, the findings presented herein should have value in planning for operational needs within the Michigan Department of State Police itself.

### Definitions

#### Incorporated Area

All political subdivisions or geographical areas which have been incorporated into a city.

#### Unincorporated Area

All political subdivisions or geographical areas outside of the corporate limits of a city.

#### Department

Michigan Department of State Police.

#### State Police District

One of eight geographical areas of the state which the Department of State Police has established for the purposes of defining geographical area of responsibility.

#### State Police Post

An administrative and geographical sub unit of a State Police District which serves as an operational center for carrying on State Police functions of a general police nature.

### Tri County Area

Combined counties of Wayne, Oakland, and Macomb.

### Urban Detroit Area (UDA)

The metropolitan area of Detroit which extends a radius of approximately one hundred miles from the center of Detroit City.

### Local Law Enforcement

All law enforcement operations of a general police nature, funded by a political subdivision other than the state or federal government, whose agents possess full powers of arrest. Normally this would include police officers employed by a village, township, county or municipality.

### Line Service Functions

Activities concerned with the fulfillment of primary police responsibilities, and are characterized by direct contact with the public. They include the functions of patrol, traffic enforcement, crime and incident investigations, and various tactical operations of a specialized nature.

### Staff Service Functions

Nonline functions and activities that help to develop departmental personnel, assist in the performance of basic police responsibilities, and provide meaningful

internal controls. Included are such activities as recruitment, selection, training, staff inspections, planning and research, purchasing and business administration, public information, etc.

#### Auxiliary Staff Service Functions

Nonline functions, other than staff services, which provide technical, special, or supportive services to line or other nonline elements of a law enforcement agency. Included are record, communications and information systems; laboratory services; certain intelligence activities; and generally those services susceptible to joint performance between or among other police departments or governmental agencies.

#### Complaint

Any crime, incident or other matter of either a criminal, civil or administrative nature on which an official departmental report is submitted.

#### Traffic Offense Arrest

All arrests or notices to appear in court issued to individuals for violations of the Michigan Vehicle Code, Act 300, P.A. 1949 as ammended, and for manslaughter with a motor vehicle, negligent homicide, and felonious driving.

#### Complaint Arrest

All non-traffic arrests made by an officer as a result of an investigation of a matter reported, assigned, or received by him from another person or source.

### Patrol Arrest

All non-traffic arrests made by an officer through his own observation and initiative while on patrol.

### Question, Objectives and Hypotheses

In pyramidical fashion, three separate criteria of measurement provide the framework for this study. First, a central question establishes the goal toward which the writing is directed. Second, two principal objectives provide the procedural framework and define the limits of the study. Thirdly, three projected hypotheses input the theory for testing.

### Question

At issue and at the center of focus in this thesis, toward which the whole of the study is directed is the question: What happens when a traditionally rural law enforcement agency becomes engulfed in the urban scene?

The matter is made more complex when it is followed up by asking: Why? It is around these thoughts that this study is written. The answer to the first question can be expressed in descriptive terms, while answers to the latter are more perplexing and elusive.

### Objectives

In exploring the above question, the writer defines two major objectives which he procedurally structures this study around.

1. Profile operationally defined State Police functions in the Second District between 1940 and 1970 inclusive. (These functions will be overlayed with patterns of urbanization, statistically measured by population data.)
2. Profile auxiliary staff service functions within the Second District.  
  
(Unlike line functions, these services do not lend themselves to statistical measures, especially when the approach is broad. Therefore, relationships will be heavily reliant upon narrative comparisons of how they relate to the urban environment.)

### Hypotheses

The writer theorizes that three truths are manifested as urbanism displaces ruralism in Michigan State Police Districts. These are expressed in three hypotheses which have been selected for testing.

1. As population density increases within a given geographical area, the impact of Michigan State Police line operations on the crime problem will decrease.
2. As population density increases within a given geographical area, the impact of Michigan State Police line operations on the traffic problem will decrease.

3. Auxiliary staff service functions of the Michigan Department of State Police have a greater impact on urban law enforcement than line service functions.

### Organization of the Thesis

The remaining six chapters are organized to present as complete a picture as possible of how the Michigan Department of State Police relates to urban law enforcement.

Chapter II will review the literature describing the rural-urban transition and a general overview of urbanology and its effects on law enforcement. Population trends in southeast Michigan have a direct and important bearing on this study. A highly sophisticated and truly systematic study, recently completed by the Detroit Edison Company will be cited as a major authority on population trends and urban development.

Patterns of organizational behavior are evidenced by a multiplicity of factors. Identifiable modes which theorists and practitioners comment upon, and which are apparent in the "living" organization will be discussed.

The role of state government in the affairs of metropolitan law enforcement will be projected. The chief executive, exercising alternatives available to him, has considerable impact on the role of a statewide law enforcement organization. Legislative action or inaction also interplay and affect the direction of organizational behavior.

Chapter III provides an overview of the Michigan State Police as it evolved from a cavalry type police force to a highly mechanized and versatile public service organization. Interwoven will be a summary of organizational purposes, philosophy and statutory authority which will assist in placing the remainder of the study in better perspective.

Chapter IV describes the methodology used in gathering data, along with an explanation of procedures used. Certain limitations, contradictions and problems encountered will also be discussed.

Chapter V is a presentation of findings. Divided into three major divisions representing: (1) The problem, (2) Line functions, (3) Staff auxiliary services, these will be presented in both statistical and narrative form.

Chapter VI will match findings presented against the objectives and stated hypotheses, and in turn relate them to the central question being examined.

Chapter VII will summarize and bring together some of the major findings of the study. Conclusions and a few select operational alternatives will be discussed.



## CHAPTER II

### REVIEW OF THE LITERATURE

#### The Rural-Urban Transition

The clustering of people in small compact groups began early in America, but the principal cities of the colonial period were small. By 1790 there were only twenty-four places with populations of more than 3,500 persons. In 1820 the first city reached 100,000 population, and by 1850, the largest city exceeded 500,000 people.<sup>6</sup>

The great wave of urbanization set in around 1850. Cities first were compact and densely built up, though less so than their European counterparts of the same era.

Toward the end of the nineteenth century, two major trends emerged: the trend toward horizontal expansion into a less densely populated area, and the trend toward a vertical elevation at the core. Railways, electric trolley cars and rapid transit systems provided the means for covering larger distances between residence and place of work. With improved transportation systems, travel time

---

<sup>6</sup>Council of State Governments, State Responsibility in Urban Regional Development. A Report to the Governor's Conference, 1962, p. 9.

remained unchanged, while the miles increased. Thus the "city and suburb" era had begun.<sup>7</sup> Former rural villages and trading centers merged into the suburbs. Patterns were distinctly radial, and transportation lines converged on the center city where most of the people worked.

Between 1910 and 1920 the industrial revolution transformed America from an agricultural to a highly industrialized nation, and caused urban areas to increase nine times as fast as rural areas. In 1920, for the first time, more people--fifty one per cent of the population--lived in cities than in rural areas.<sup>8</sup>

Since distances in and around the central business districts were still measured for the most part on a pedestrian scale, horizontal expansion was limited. The logical solution was vertical expansion. Steel cage construction and the development of the elevator made it possible to stack large numbers of people in high rise office buildings.

The period of the Twenties brought a further accentuation and growth of the city-suburb pattern. Housing demands following World War I led to a construction boom in both city and suburb.<sup>9</sup>

---

<sup>7</sup>G. A. Wissink, American Cities in Perspective, (The Netherlands: Royal Van Gorcum Ltd., Assen., 1962), p. 289.

<sup>8</sup>Council of State Governments, loc. cit.

<sup>9</sup>Wissink, op. cit., p. 290.

Through the depression years of the Thirties, the expansion of the urban complex slowed somewhat. However when the Federal government--under the New Deal--stepped into the housing market by guaranteeing mortgages and establishing interest rates, the home ownership market was stimulated for a broad class of people.

World War II constituted a decided break in the suburban housing trend. Relatively little construction took place, and automobile production virtually stopped as the nation converted its industrial resources into the production of war materials.

Following the war the demand for automobiles and houses soared. Returning veterans, a high rate of family formations, a baby boom, economic expansion and increased prosperity, all combined to provide the impetus for an era of building and accelerated urban expansion. Development took place at lower densities than ever before and the rate of "suburbanization" of residence and employment was higher than in any other previous period.<sup>10</sup>

The automobile became the principal means of transportation, and urban development was no longer strongly tied to lines of public transportation. The suburban complex became more and more spread out over the surrounding countryside in a very loose manner. Much of the growth occurred in non-incorporated territory.

---

<sup>10</sup>Ibid., p. 292.

In recent years, however, public transportation has struggled to stay alive, and has lost the battle in many areas. According to the American Transit Association, the number of revenue passengers carried on transit lines declined from 18,982 million to 8,756 million between 1945 and 1956.<sup>11</sup>

It is evident today that the automobile has taken over supremacy and left its mark on patterns of urbanization. Even as these words are being written, an increasing volume of concern is being expressed regarding the hazards of air pollution. There are those who are speculating that the era of the combustion engine, perhaps even the automobile itself as we know it, may have peaked, and that by the turn of the century rapid public transit systems and nuclear powered vehicles will replace the automobile as the principal mode of travel.

"Today nearly 80 per cent of the people in the United States live in metropolitan areas or in cities of 2,500 or more outside metropolitan areas."<sup>12</sup> Of that 80 per cent, in 1960 nearly 113 million persons lived within 212 metropolitan areas made up of cities of 50,000 or more population.<sup>13</sup> There is only evidence of this trend continuing as these

---

<sup>11</sup>Ibid., citing Transit Fact Book, American Transit Association, New York, 1957, p. 8.

<sup>12</sup>Council of State Governments, loc. cit.

<sup>13</sup>Ibid.

vast urban complexes envelop more land area and include an even greater percentage of the populace.

In summary, the rural-urban transition which this country has been experiencing over the last two hundred years, and tremendously accelerated since the turn of this century, has fostered a maze of social, economic and environmental problems. These problems are the matters which governments concern themselves with, and in a sense is the principal justification for government itself. When differences of opinion emerge on means of solving these problems, they become issues of political debate, thus injecting another dimension for consideration.

An acknowledged common characteristic of metropolitan areas is the fragmentation and overlapping of governmental jurisdictions. This characteristic is of direct concern to state government because it involves problems inter-governmental in nature. One of these many problems is law enforcement, and the role of state government. It is toward this problem in the State of Michigan that this thesis is directed.

### Population Trends

It is recognized that many factors affect and modify population. In order to understand the underlying causes of population change and distribution, it would be necessary to investigate such things as the natural setting, the climate,

the economy, as well as a variety of social, cultural and governmental features. All of these factors are interrelated and it is not always easy to discover a simple cause and effect relationship between them. It is with the acknowledgment of these types of influences that population is examined in this study. The cause and effect relationships, as they relate to this study, are of less significance than the facts and data which answer the questions of what it is, and what it is going to be, rather than why.

This section will examine population trends and forecasts for the entire southeast Michigan area and those areas under the influence of and in turn influenced by the Michigan State Police Second District. Because the Second District cannot be isolated and viewed as a separate entity, it must be placed in perspective with the surrounding area. To do this, brief mention will be made of the Great Lakes Area as it relates to the larger North American setting, the Urban Detroit Area (UDA) and the city of Detroit itself.

#### Developing Urban Detroit Area Research Project

In 1965, the Detroit Edison Company, in cooperation with Wayne State University, contracted with Doxiadis Associates to conduct an in depth study of the Urban Detroit Area with specific purpose to answer the questions: "Where

is our city going, what can we do for it?"<sup>14</sup> In the preface of the report, the project director, Constantinos A.

Doxiadis observes:

Man has lost today the battle for control of his cities. As a result of this the cities are getting worse with every day that passes and man is more and more at a loss on what to do about them--he is in danger of being tamed by the on-going forces which lead to his sufferings.<sup>15</sup>

The only way for man to face the problem is by opening his eyes to it, trying to understand it, and explore all possible solutions. With this type of philosophy prevailing, the project was launched in January, 1965, and continued through three stages to 1970. These three stages represented:<sup>16</sup>

Part I: An analysis and inventory of existing conditions.

Part II: Trends projected and resulting problems of future urban growth analyzed. Alternative patterns of development systematically examined to provide a comprehensive framework for comparison and selection of the optimum solution.

Part III: Interpret the findings so as to provide an overall basis for planning to meet future growth objectives of the Urban Detroit Area.

The year 2000 was selected as the target year for the study, mostly because it was one generation ahead and

---

<sup>14</sup>Constantinos A. Doxiadis, (Study Director), Emergence and Growth of An Urban Region--The Developing Urban Detroit Area, Volume 1: Analysis. A project of: The Detroit Edison Company, Wayne State University, and Doxiadis Associates. Published by The Detroit Edison Company, 1966, p. v.

<sup>15</sup>Ibid.

<sup>16</sup>Ibid., p. 2.

permits the consideration of what will happen and what should happen when the population in UDA is expected to double. A shorter time frame would not have allowed the deployment of enough new forces of development to demonstrate the necessity for and the possibility of implementing new solutions for the future and changing current trends which lead to an impasse.<sup>17</sup>

The final report is a voluminous multiple document publication consisting of three parts. Only Parts I and II relate to this thesis, and therefore select highlights and summaries will be placed in context as deemed appropriate.

The Great Lakes Area--Of the three main areas of urban concentration (Eastern Seaboard, Great Lakes, and West Coast), the Great Lakes is most richly endowed with ample land for urban expansion, and, at the same time, with adequate nearby supplies of food and agricultural products for its growing population. In addition, it is well provided with natural resources in the form of minerals, fresh water and timber. In terms of transportation facilities, the Great Lakes area has the greatest advantages of all areas of urban concentration. It lies in the heart of North America, and at the same time has direct access to the sea

---

<sup>17</sup>Constantinos A. Doxiadis, (Study Director), Emergence and Growth of An Urban Region--The Developing Urban Detroit Area, Volume 2: Future Alternatives. A project of: The Detroit Edison Company, Wayne State University, and Doxiadis Associates. Published by The Detroit Edison Company, 1967, p. 306.



through the St. Lawrence Seaway.<sup>18</sup> Therefore its potential and capacity for growth is more promising than any other area of the country.

The Urban Detroit Area.--An urban center can not be defined in simple terms of administrative boundaries. This is especially true when it is large, complex, dynamic and influential. Detroit is this type of urban center, the largest urban complex in Michigan, exerting influence even beyond national boundaries. To define the UDA, it is necessary to determine spheres of influence on the neighboring urban centers of Chicago, Cleveland and Pittsburgh.<sup>19</sup> Analysis in this manner shows that, for all practical purposes, the urban influence of Detroit extends approximately:

100 miles to the northwest

100 miles to the west, where it contacts the sphere of Chicago's influence

100 miles to the southwest, approaching Cincinnati's sphere of influence

75 miles to the southeast, meeting the influence of Cleveland

100 miles to the north

75 miles to the east into Canada

The UDA, therefore, includes twenty five counties in Michigan, nine in northern Ohio, and three in Canada, for

---

<sup>18</sup>Doxiadis, Vol. 1, op. cit., pp. 307-08.

<sup>19</sup>Ibid., p. 144.

an area of 23,059 square miles.<sup>20</sup> Between 1900 and 1960 the population in the UDA increased from 1,860,404 people to 7,106,893. Of this 1960 count, 5,865,926 (82.5 per cent) lived in Michigan; 791,191 in Ohio; and 449,776 in Ontario.<sup>21</sup>

The overall patterns established during the 1940-1960 period can be summarized as follows:<sup>22</sup>

1. Metropolitan Detroit is growing and will continue to grow toward the north and particularly toward the north-northwest. The axis of Detroit-Flint-Bay City becomes the most important urban corridor of UDA. Continuous and broad development is to be expected along this axis.
2. Another important trend of continuous development is between Detroit and Toledo--primarily due to the significant expansion of Toledo toward Detroit, and Monroe toward Toledo and Detroit.
3. Established trends seem to indicate that continuous development between Detroit and Port Huron is expected to be limited to a rather narrow strip along the lakeshore.
4. Trends along the urban corridors to the west and west-northwest are less vigorous, and principally in an eastwest direction.
5. Over the short term, continuous growth along the corridor to the east will be limited. However, important growth is anticipated over the long run.

The Michigan State Police Second District.--The  
Second District of the Michigan Department of State Police

---

<sup>20</sup> Ibid.

<sup>21</sup> Ibid., pp. 156-65.

<sup>22</sup> Ibid., p. 186.

occupies the heart of the UDA. It includes three complete counties, and portions of four others. It covers in excess of 3,400 square miles and includes a population of 4 3/4 million people. Within this area, there are eighty-five separate incorporated cities, and approximately 120 separate local police departments, employing over 9,300 sworn police officers.<sup>23</sup>

As of January, 1972, the Michigan State Police manned eight Posts, a District Headquarters, and two Scientific Crime Laboratories within this District, with a total strength of 362 sworn police officers.<sup>24</sup> Post areas for the most part conform to township boundaries, but they frequently overlap county lines. Because of this, it is difficult to overlay county populations and crime and traffic data with Post area. Also, Post and District boundaries change from time to time as new Posts are added or present Posts relocated. Specifics as they relate to these problems will be explained later.

In order to show population growth and change in the Second District, Table 1 on page 26 represents the raw

---

<sup>23</sup>Statistical data was compiled from U. S. Census Reports, F.B.I. Uniform Crime Reports, and information on file in the Records Section of the Michigan Department of State Police. These must be considered an estimated 1970 summary total, and because of their nature, are undergoing nearly constant change.

<sup>24</sup>Michigan Department of State Police, Michigan State Police Strength Report, January 5, 1972. Includes personnel of the Plymouth and Warren Crime Laboratory as well as those assigned to the Second District Intelligence Section.

TABLE 1.--Second District County Population Distribution (1930 - 1970).

| County                                  | Square<br>Miles<br>Land | Population & Density by Years |           |           |           |           | Per Cent<br>Change |       |
|-----------------------------------------|-------------------------|-------------------------------|-----------|-----------|-----------|-----------|--------------------|-------|
|                                         |                         | 1930                          | 1940      | 1950      | 1960      | 1970      |                    |       |
| Wayne<br>(Inclusive of<br>Detroit City) | 607                     | Total                         | 1,888,946 | 2,015,623 | 2,435,235 | 2,666,297 | 2,666,751          | + 41% |
|                                         |                         | Density                       | 3,112     | 3,321     | 4,012     | 4,393     | 4,390              |       |
| City of<br>Detroit                      | 140                     | Total                         | 1,568,622 | 1,623,452 | 1,849,568 | 1,670,144 | 1,511,482          | - 4%  |
|                                         |                         | Density                       | 11,204    | 11,596    | 13,211    | 11,930    | 10,796             |       |
| Oakland                                 | 877                     | Total                         | 211,251   | 254,068   | 396,001   | 690,259   | 907,871            | +330% |
|                                         |                         | Density                       | 241       | 290       | 452       | 787       | 1,035              |       |
| Macomb                                  | 481                     | Total                         | 77,146    | 107,638   | 184,961   | 405,804   | 625,309            | +711% |
|                                         |                         | Density                       | 160       | 224       | 385       | 843       | 1,300              |       |
| Washtenaw                               | 716                     | Total                         | 65,530    | 80,810    | 134,606   | 172,440   | 234,103            | +257% |
|                                         |                         | Density                       | 92        | 113       | 188       | 241       | 327                |       |
| St. Clair                               | 740                     | Total                         | 67,563    | 76,222    | 91,599    | 107,201   | 120,175            | + 78% |
|                                         |                         | Density                       | 91        | 103       | 124       | 145       | 162                |       |
| Monroe                                  | 562                     | Total                         | 52,485    | 58,620    | 75,666    | 101,120   | 118,479            | +126% |
|                                         |                         | Density                       | 93        | 105       | 135       | 180       | 211                |       |
| Total                                   | 3983                    | Total                         | 2,362,921 | 2,592,981 | 3,318,068 | 4,143,121 | 4,672,688          | + 98% |
|                                         |                         | Density                       | 603       | 651       | 833       | 1,040     | 1,173              |       |

population count and density rate for the six principal counties of the District between 1930 and 1940, inclusive. Because of the influence the city of Detroit has on the total compiled data, it has been identified separately and lends perspective to the remainder of Wayne County.<sup>25</sup>

From the data presented in Table 1, it is obvious what is happening. The population in the city of Detroit peaked around 1950, and since then the population inside the city has been on the decline. It further shows that the Wayne county population has leveled off and will probably begin to decline as people continue to move outward.

The counties of greatest increase have been Macomb and Oakland, both adjacent and north of Wayne county, showing approximately a 711 and 330 per cent increase respectively, while St. Clair county to the northeast and Monroe county to the south have increased less significantly. Washtenaw county to the west has shown about a 257 per cent increase.

In general terms, these trends indicate only the immediate past and the present. What about the future? In projecting ahead to what the prospects are for the southeast section of the state, it will again be necessary to consider

---

<sup>25</sup>Because portions of Oakland and Washtenaw counties are actually outside of the Second District boundaries, and this does not include a small area of Lapeer county which is actually included within the District, these cannot be overlaid exactly with the Second District. However they do represent a general picture and are of value in determining general trends. Source: U. S. Bureau of the Census for Michigan, 1930, 1940, 1950, 1960, 1970; U. S. Bureau of the Census, Areas of the United States, 1940; and U. S. Census of Agriculture, 1959; Michigan Population Handbook, Michigan Department of Public Health, November, 1965.

the entire UDA as a whole. The next section summarizes the findings of the Detroit Edison study, and offers the most scientific approach to urbanization projections this writer identified in his search of the literature.

Future Urban Detroit Area.--The Detroit Edison study of UDA began with an analysis of natural features, proceeded to socio-economic characteristics, population distribution and growth, followed by an analysis of economic activity and socio-economic characteristics of the population.

Every effort was made to avoid the risks of basing future projections on the continuation of present trends alone. The rationale was that present trends commit only for the present, and there was no reason why this should be the sole basis of approach. The further this study, or for that matter any study, is projected into the future, the more the commitments of present trends are reduced.

Only assumptions can be made about the Detroit of the future. These can be based either on the extrapolation of existing trends or on modifications exerted on the trends by human initiative. In other words, the extrapolation of present trends is safest for short term forecasts, but human initiative in the form of urban planning and development may cause these trends to become increasingly unreliable for long term projections.<sup>26</sup>

---

<sup>26</sup>Doxiadis, Vol. 2, op. cit., p. 94.

In depth research was conducted regarding land urbanization trends and general growth trends of the UDA population to first determine what the present situation is, and what the immediate trends are. The following is a summary of these findings:<sup>27</sup>

1. During the last decades urban land increased at a faster rate than urban population.
2. The central cities of most of the urbanized areas have started losing population.
3. There appears to be a relationship between the size of the urbanized area and the density of its central city when the decline started. The central cities of urbanized areas above one million population start losing people when their population density was around 15,000 persons per square mile in the inner city. The central cities of smaller urbanized communities below one million started losing population at a density of about 8,000 persons per square mile in the inner city.
4. The decline starts first at the heart of the inner city and later expands to the surrounding zones.

After analyzing the present situation, and the trends and role of the city of Detroit, it was determined that if these trends continued, the urbanized area of Detroit, by the year 2000 will have a population of about 8,000,000 persons, compared to 3,540,000 in the year 1960. It was reasoned that since the center of Detroit is presently facing very great problems, it would be unreasonable to allow it to increase with an additional 4,460,000 people, amounting to a 125 per cent increase.<sup>28</sup>

---

<sup>27</sup>Ibid., p. 115.

<sup>28</sup>Ibid., p. 133.

Even if the role of Detroit continues to be that of today, that is the role of one center of UDA, the present structure is in no way able to accept a 126 per cent increase in population. Therefore the following conclusions are drawn:<sup>29</sup>

1. The structure of the city of Detroit is not suitable for its present functions.
2. These functions will increase by at least 126 per cent by the year 2000 if they follow only the present rate of population increase, and the structure will be much less suitable.
3. These functions, however, will increase even more because of economic growth; therefore, the structure will be even more inadequate.
4. The expanding role of Detroit will be more handicapped by its structure than it is today.
5. Prospects for remodeling Detroit to assume its new role are not encouraging, despite its urban renewal efforts.

Transportation.--The future of human settlements cannot only be predicted but also created and built by urban planning decisions affecting major development projects in a given area. One of the basic decisions to be considered in advance of any developing area is that relating to the design of transportation networks.

Technological advances in transportation within the next generation appear as if they will be revolutionary in many respects, i.e., speeds, means of transportation, systems

---

<sup>29</sup>Ibid., p. 134.



of networks, and what is known as the hierarchical classification of transportation networks (Freeways, Expressways, Main Arteries, Collector Streets, Local Streets and Roads).<sup>30</sup>

The prevailing opinion among engineering experts is that technological innovations now in view are unlikely to produce, within the next generation, any radical changes in methods of intraurban transportation. This is due both to technical reasons and to the enormous investment in the present systems which will necessitate a gradual replacement. However, new means of high speed transportation now being considered will definitely be developed in the near future along the corridors of major interurban movement.<sup>31</sup>

Future Alternatives.--Before action can be taken to cope with problems associated with urbanization, there must first be some relatively reliable means of projecting what the future patterns will be. The Doxiadis study reported: "The undesirable patterns obtained by the extrapolation of present trends led to the need for the conception and implementation of new alternatives in the hope that they will lead to more adequate solutions."<sup>32</sup> The problem therefore was to conceive all reasonable alternatives and search among them for the selection of the best. Because of the dynamic growth of the UDA and the enlarged frame of space and time, the number of alternatives for the future is enormous, and conventional methods of problem solving become obsolete.

---

<sup>30</sup> Ibid., pp. 142-43.

<sup>31</sup> Ibid., p. 143.

<sup>32</sup> Ibid., pp. 306-07.

The formulation of all reasonable alternatives in a systematic way was the most important part of the study. To achieve this, the effort started with the development of a theoretical matrix of all reasonable alternatives, the purpose of which was to compile an extensive theoretical list of conceptual alternatives. Goals for the UDA were established based on five theoretical assumptions: (1) Future populations; (2) Densities; (3) Transportation networks; (4) Transportation speeds; (5) Maximum travel times to and from work stations. The various alternatives are outcomes of various combinations of assumptions with the predetermined goals that the final urban system should fulfill.<sup>33</sup>

The goals selected for this study are expressed by the criteria used for the formulation and evaluation of alternatives. They refer, for example, to the preservation of nature and its resources, the preservation of various human commodities especially of time and human scale, the maximization of the overall accessibility to places of work, the minimization of the average distances among members of the community, etc.<sup>34</sup>

As a result of the above approach a very large number of alternatives had to be dealt with. This makes imperative the development of a systematic method for their analysis, evaluation and successive elimination. For this purpose, the Isolation of Dimensions and Elimination of Alternatives (IDEA) method was developed.<sup>35</sup>

---

<sup>33</sup> Ibid., p. 307.

<sup>34</sup> Ibid., pp. 306-07.

<sup>35</sup> Ibid.

The IDEA method is based on a trial and error process, and proceeds by steps. Each step consists of an analysis of input alternatives, and resulting elimination of the weaker ones, with the subsequent input of new alternatives. Because of its length and complexity, a detailed explanation of the methodology will not be recited, and readers will be referred to the publication itself if interested further.

In short, the process of evaluation and elimination started with an initial 49 million alternatives. This is a theoretical number corresponding to the five assumptions for each basic parameter of the urban system, in combination with established goals for the urban area.

"From the millions of possible alternatives a gradual process of evaluation and elimination on the basis of the IDEA method reduced these alternatives to workable numbers: first to 312 and then 40 alternatives."<sup>36</sup>

These alternatives were then reduced to seven. These seven were evaluated in more detail on the basis of transportation characteristics and of their costs characteristics. Finally, three alternatives were selected as being the most likely. They were:

Alternative Number 120: Twin centers at Detroit and Port Huron.

Alternative Number 126: Twin centers at Detroit and the vicinity of Toledo.

---

<sup>36</sup>Ibid., p. 308.

Alternative Number 132: Twin centers at Detroit and the vicinity of Flint.

After considering all of the input data and information, Alternative Number 120 was selected as the most likely urban situation by the year 2000. Some of the evidence of its superiority is based on the following rationale.<sup>37</sup>

1. It relieves the city of Detroit from excessive pressures that otherwise would be applied, while it allows it to grow at a reasonable rate which will strengthen its importance.
2. It does not deprive Detroit of the role of the major urban center of UDA; in fact it strengthens it.
3. It leads to the formation of a continuous urbanized area around the city of Detroit, so that Detroit can become the heart of a much greater metropolitan area.
4. It has the advantages of being close to the lakes, close to Canada, to the seaway, and close to existing developments.

It is acknowledged that final conclusions concerning the best alternative for the development of UDA must await critical discussion by the community and experts, of all assumptions and criteria employed in the application of the IDEA method.

If basic assumptions and criteria are accepted by those concerned with the future of UDA, then the optimum alternative is determined with reasonable certainty. If basic assumptions and criteria are altered, than again the

---

<sup>37</sup>Ibid., p. 311.

frame is set for corresponding solutions. However, it is on the basis of this study that Detroit Edison is doing their long range planning for the future expansion of utility services.

### Metropolitan Law Enforcement

The American police system has been described as a "sprawling, complex, expensive, inefficient, and confused pattern of vertical and horizontal duplication, fragmentation, and overlapping".<sup>38</sup>

Saunders observes:

It is really not a system at all, but a collection of 40,000 units without systematic relationship, employing about 400,000 persons. Excluding federal. . . . enforcement and regulatory officers, whose functions are highly specialized, and state police. . . . , police service at the local level is the responsibility of no less than 39,750 separate agencies employing 308,000 full time officers. Fifty-five of these agencies located in the largest cities account for over a third of all personnel; the rest are distributed among 39,695 counties or local units of government.<sup>39</sup>

The result of all this fragmentation of city government, not only in law enforcement, but other public services as well, is chaos. Urbanized areas are, for the most part, unable to cope efficiently with such problems as transportation, environmental pollution, and crime, which do not respect geographic boundaries. They are unable to plan coherently

---

<sup>38</sup> Charles B. Saunders, Jr., Upgrading the American Police, (Washington, D.C.: The Brookings Institution, 1970), p. 4. Citing Donal E. J. MacNamara, "American Police Administration at Mid-Century", Public Administration Review, Vol. 10 (Summer 1950), p. 181.

<sup>39</sup> Ibid.

for the future because decisionmaking authority is vested in so many officials whose authority is so limited in scope.<sup>40</sup>

Despite the fact that metropolitan areas are where the country's wealth is--they contain 80 per cent of the nation's bank accounts and yield 75 per cent of its federal personal income taxes--urban America is divided into "have" and "have not" areas. Rich suburbs providing high levels of service for their self sufficient people, and nearly bankrupt cities in which services for their dependent populations are deteriorating.<sup>41</sup> The resources exist in one set of jurisdictions within the metropolitan areas and the problems in another. Detroit and the UDA is a living example of this disparity between needs and resources.

The poliferation of local governmental jurisdictions, especially in metropolitan areas was identified by the President's Commission on Law Enforcement and Administration of Justice, in the "Task Force Report: The Police", as a major obstacle to efficient law enforcement.

A fundamental problem confronting law enforcement today is that of fragmented crime repression efforts resulting from the large number of uncoordinated local governments and law enforcement agencies. It is not uncommon to find police units working at cross purposes in trying to solve the same or similar crimes.

---

<sup>40</sup>Frederick H. Treesh, United Press International (Senior Editor), "Fragmented Government Creates Chaos in the Cities", The State Journal, Lansing, Michigan, June 17, 1970, p. B-2.

<sup>41</sup>Ibid.

Although law enforcement officials speak of close cooperation among agencies, the reference often simply means a lack of conflict.<sup>42</sup>

In 1957, Virgil Peterson, Operating Director of the Chicago Crime Commission for fifteen years, wrote:

The presence of hundreds of autonomous local police agencies with personnel totaling several thousand within a relatively small geographical area naturally results in gross duplication of effort and equipment as well as frequent conflict of authority and confusion. It prevents intelligent administration and direction of available manpower engaged in law enforcement in the community. It militates against efficiency and is extremely expensive.<sup>43</sup>

Crime of course is not a local problem alone. It extends throughout the community, the state, the nation and beyond. The problems of effective enforcement are many, however the philosophy of local autonomy and independence of jurisdictional responsibility has been repeatedly attacked.

The American Bar Association stresses:

The breakdown in law enforcement is aided by overlapping law enforcement jurisdictions, ill defined law enforcement responsibilities, and lack of centralized direction and control of law enforcement.<sup>44</sup>

---

<sup>42</sup>The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police, (Washington, D.C.: U. S. Government Printing Office, 1967), p. 68.

<sup>43</sup>Virgil W. Peterson, "Issues and Problems in Metropolitan Area Police Services", The Journal of Criminal Law, Criminology, and Police Science, Vol. 48:2, July-August, 1957, p. 128.

<sup>44</sup>American Bar Association, Organized Crime and Law Enforcement, A Report of the Commission on Organized Crime, 1951, p. 16.

The principle of local autonomy in government has encouraged the sprawling decentralization of thousands of unimpressive law enforcement agencies. The organization of police departments on the basis of some larger and more effective geographic unit. . . . has been little favored. The political subdivisions of the counties, the cities, towns, and villages cling to the police services they know they can control, even though such services is far less efficient.<sup>45</sup>

In a hearing before a U. S. Senate subcommittee,

O. W. Wilson reported:

The tentacles of organized criminal activity . . . . reach out and encompass areas and people throughout our country without regard to the legal jurisdictions of local police agencies. Funds are exchanged, information transmitted, equipment shipped, killers transported, and meetings held. We feel, at times, much like a watchdog on a leash that can bark a great deal about what it sees but is powerless to act.<sup>46</sup>

Writing in the Journal of Criminal Law, Criminology, and Police Science, Earl Johnson notes:

Jurisdiction over most of the crimes committed by criminal organizations is entrusted to a patchwork of local and state law enforcement agencies, each segment of which is hemmed in by artificial boundaries, limited powers, and restricted responsibilities. Beyond their own territories these law enforcement agencies are unable to conduct investigations, enforce subpoenas, or initiate prosecutions.<sup>47</sup>

---

<sup>45</sup>Ibid., pp. 31-32.

<sup>46</sup>O. W. Wilson, Organized Crime and Illicite Traffic in Narcotics, Subcommittee on Investigation of the Senate Government Operations Committee, hearings, October 11, 1963.

<sup>47</sup>Earl Johnson, "Organized Crime: Challenge to the American Legal System", The Journal of Criminal Law, Criminology, and Police Science, Vol. 53:4, December, 1962, p. 418.



Local autonomy, however, is one of the most deeply imbedded principles of American law enforcement. Fear of a police state and infringement on local government by state and federal officials has made adherences to the principle of local autonomy virtually inviolate in the realm of law enforcement. Each local government, regardless of how small, insists upon its own police department and, as a result--decentralization and fragmentation. The public interest is not served when law enforcement is based on a system of conflicting, duplication and competing police agencies. The President's Commission on Law Enforcement and the Administration of Justice noted: "Our system of justice deliberately sacrifices much in efficiency and even effectiveness in order to preserve local autonomy. . ."<sup>48</sup>

Needed is a workable program of cooperation and coordination among law enforcement officers at all levels, so that common goals of crime suppression, control and reduction may be achieved.

While crime control is the law enforcement function which traditionally draws the greatest amount of attention, it is not necessarily the principle function, and by no means the only major function.

---

<sup>48</sup>The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Washington, D.C.: U. S. Government Printing Office, 1967), p. 7.

Traffic safety, enforcement and accident investigation is still considered a major law enforcement responsibility. Several other agencies of government relate to the traffic problem, just as other agencies relate to the crime problem, but still "the police department is the only agency of government concerned with highway traffic that is on duty 24 hours a day and seven days a week".<sup>49</sup>

Patterns of metropolitan development and increased traffic volumes are an intricate part of the urbanization process. The expansion of the Interstate Expressway network and the accompanying interurban freeway system have caused the geographical boundaries of local political subdivisions to fade in importance as vehicular traffic criss-crosses the metropolis in never ending streams.

Policing the interurban freeway system is an arduous task from a metropolitan organizational and administrative point of view. Problems are compounded when multiple law enforcement agencies, jealously guarding their own sections of highways, attempt to provide their own coverage. The results inevitably are sporadic coverage, inconsistent enforcement policies, frequent "straying" across jurisdictional boundaries, and a general lack of uniformity in quantitative and qualitative policing.

---

<sup>49</sup>J. O. Mattson, "Modern Police Problems in Urban Transportation", The Police Yearbook, 1966, International Association of Chiefs of Police, Inc. (Washington, D.C., 1966), p. 362.

A number of alternate approaches to coping with inter jurisdictional problems have been proposed, experimented with, or actually implemented. There are a variety of adaptations of each, but for the most part they would fall into one of eight general categories.

1. Annexation of smaller communities into the larger metropolitan city.
2. Formation of mutual aid pacts.
3. Consolidation of whole police departments into a single county, region, or metropolitan law enforcement agency.
4. Consolidation of certain services and functions together for efficiency and economy, i.e. information systems, communications systems, training activities, detention facilities, crime laboratories, etc.
5. Contract policing of smaller communities by a larger agency.
6. Organization of inter agency "metro-squads" which concentrate on specific types of criminal activity common to the area, i.e. narcotics investigations, which are currently common in Michigan.
7. Formation of special purpose metropolitan districts for general or specific law enforcement operations.
8. State or federal coordination and/or supervision of local enforcement activities, either in part or total.

All of the above alternative approaches suggests in some degree a need of structural or organizational change in the law enforcement system. Public organizations do not readily initiate major changes on their own volition. The impetus for change comes from outside government, primarily

generated by a public concern over governmental and social problems. Public concern is not likely to promote structural change unless: (1) There is overwhelming evidence that structural deficiencies contribute to the problems, (2) State and federal aid would not be sufficient to cope with them, and (3) Proposed change is unquestionably better than any other alternative. Such evidence is difficult to assemble and explain in layman's terms.<sup>50</sup>

Popular concern about crime in the streets is far more likely to trigger expansion of all the many separate police forces found in any metropolitan area than it is to stimulate efforts to combine them into a more effective unified instrument for public protection.

Although highly controversial with many pros and cons, all alternatives expressed are attempts at closer coordination and cooperation for efficiency sake. This concern for efficiency by public officials has prompted what changes have taken place, and it is clear that the hard cold law of economics is emerging with even more prompting force. This law is particularly evident in the larger cities and those located near the core of the urban area, where revenues and expenditures are becoming increasingly out of balance.

---

<sup>50</sup>Treesh, op. cit., p. B-4.

With the exodus of the upper and middle class residents from a city to the suburbs, followed by business and industry, the tax base is substantially weakened. This in turn has meant increased welfare rolls and solicited aid from state and federal sources.<sup>51</sup> Then when these failing fiscal conditions are combined with increased wage and benefit demands by not only police and fire unions or their respective associations, but by all governmental employees, which certainly is the trend, change agents are created which cannot be ignored. The point being that the law of economics will eventually force the urban law enforcement system to change. Politicians and ranking police officials will readily admit that change is necessary and will no doubt come, but find it difficult to reach a consensus on how major change should be implemented.

While metropolitan law enforcement is changing in some respects, a number of alternatives and variations are available for consideration, with ultimate direction dependent on a multitude of interrelating factors and circumstances. The next section will relate to alternative number eight mentioned earlier on page 41, and discuss the role of the state in local law enforcement.

#### The Role of the State in Local Law Enforcement

American law enforcement, it has been repeatedly observed, is characterized by organizational fragmentation:

---

<sup>51</sup>Stewart Alsop, "The Cities are Finished", Newsweek, Vol. 77:14, April 5, 1971, p. 100.

there is no single law enforcement structure in the United States. Rather, law enforcement services consist of thousands of local, state and federal organizations. Many commentators have concluded that this kind of differentiation of organizations leads to inefficiency, rivalry, and costly duplication of service. Because of this, many students and practitioners of law enforcement have argued for an amalgamation of police departments into county, regional, statewide, or even supra-state systems.<sup>52</sup>

Forty years ago the Wickersham Commission observed: "The independence which police forces display toward each other and the absence of any central force which requires either a uniform or a minimum standard of service leave the way open for the profitable operation of criminals in an area where protection is often ineffectual at the best, generally only partial, and too frequent wholly absent."<sup>53</sup> The Commission recognized the State as the sovereign power charged with the duty of protecting the life, liberty and property of its citizens. The report concluded that since the State has the responsibility of prosecuting violators of the laws, "it cannot logically be denied control of the

---

<sup>52</sup>Bruce Olson, "Selected Interagency Relationships Among Michigan Police Departments", A Report to the Michigan Commission on Crime, Delinquency, and Criminal Administration, Institute for Community Development and Services, Continuing Education Service, Michigan State University, East Lansing, Michigan, February, 1969, Introduction.

<sup>53</sup>Peterson, loc. cit., p. 148, citing the National Commission on Law Observance and Enforcement, Report on Police, No. 14, June 26, 1931, (Washington, D.C.: U. S. Government Printing Office, 1931), pp. 123-24.

primary forces which engage in the apprehension of these offenders".<sup>54</sup>

The American Bar Association Commission on Organized Crime, in 1952 reported that complete local control without any responsibility in local authorities to account to the state government for their administration of state law is one of the principal causes of weakness in our system of administering criminal justice.<sup>55</sup> The American Bar Association further stresses that "local government must be made accountable to the state, either directly or indirectly, for the enforcement of laws. . . ."<sup>56</sup> The traditional system of law enforcement in this country, although splintered in nature, has long been considered by many as a fundamental safeguard to freedom in our society. At the same time, other critics have attacked the system as a primary cause of an inability to effectively deal with crimes which broadly cut across jurisdictional lines.

The New York Times in 1965 wrote:

One major problem confronted by state and local law enforcement agencies. . . . is the lack in most states of any centralized statewide control over law enforcement and the plethora of police jurisdictions--each beholden only unto itself.<sup>57</sup>

---

<sup>54</sup>Ibid.

<sup>55</sup>American Bar Association, Organized Crime and Law Enforcement, A Report of the Commission on Organized Crime, 1952, p. 38.

<sup>56</sup>Ibid., p. 39.

<sup>57</sup>Editorial in the New York Times, March 14, 1965, Section IV, p. 9.

In 1961, Robert F. Kennedy, then U. S. Attorney General, speaking out on organized crime, said ". . . . hoodlums and racketeers . . . . in many instances have become rich and so powerful that they have outgrown local authorities".<sup>58</sup>

Former U. S. Attorney General Nicholas Katzenbach, in 1966 repeated a similar warning: ". . . . racketeering . . . . has mushroomed into an inter-city, interstate network beyond the scope and power of local law enforcement".<sup>59</sup>

What is the role of the state in local law enforcement? Peterson reminds his readers that:

The various local police agencies were created by the State. They are engaged primarily in the enforcement of State laws. Yet under present conditions the State has no effective machinery to hold local police agencies accountable for the proper performance of their duties. This is contrary to every known principle of sound administration.<sup>60</sup>

States have attempted to patch up weaknesses in the policing system by creating new agencies to meet special needs. Needs have evolved from changing social conditions, from failures within existing law enforcement agencies themselves, and from the desire by the state to provide certain

---

<sup>58</sup>Robert F. Kennedy, Statement before the Senate Judiciary Committee on the Attorney General's Program to Curb Organized Crime and Racketeering, June 6, 1961, p. 1.

<sup>59</sup>Nicholas Katzenbach, Statement before the Senate Judiciary Committee on Criminal Laws and Procedures, March 1966, p. 29.

<sup>60</sup>Peterson, loc. cit., p. 144.



services to assist local police departments with their problems.<sup>61</sup>

Most state police forces are of recent origin. They have been created and expanded in response to a variety of influences, chief of which have been the widespread popular discontent with the functioning of certain portions of the local police system and a realization that decentralized police authority could not effectively cope with crimes which were inter-jurisdictional in nature.<sup>62</sup>

Bruce Smith asserts that the earliest state police forces were the result of what now appears to have been rather bungling attempts to provide a few states with a police arm which could enforce various unpopular statewide regulations without depending upon unreliable or reluctant local police agencies for cooperation and support.<sup>63</sup>

Governors of some states openly expressed dissatisfaction with their positions as chief executive officer. Their responsibilities, while broad, either were not commensurate with the necessary authority, or they lacked the compelling power of a suitable enforcement body. Since there were no means to compel local law enforcement officials

---

<sup>61</sup>O. W. Wilson, "Progress in Police Administration," The Journal of Criminal Law, Criminology, and Police Science, Vol. 42:2, July-August, 1951, p. 145.

<sup>62</sup>Bruce Smith, Police Systems in the United States, (New York: Harper and Brothers Publishers, 1949), p. 164.

<sup>63</sup>Ibid., p. 166.

to perform their duties, the governor of Indiana at one time found it necessary to call out the state militia to enforce a statute prohibiting race track gambling.<sup>64</sup>

The Governor of Colorado experienced a somewhat similar dilemma--declaring that he was

required by the (state) constitution to enforce the laws. But. . . there is not a sheriff or other county officer that is dependent upon me; he can defy me; he can say 'I will not enforce those laws'. What is the efficiency of my office under those circumstances? The only power I have is to call out the militia to suppress something.<sup>65</sup>

Still another state executive, Governor Pennypacker in Pennsylvania, described his situation in supervising the enforcement of state law with a touch of humor and exaggeration. He said:

In the year 1903, when I assumed the office of chief executive of the state, I found myself thereby invested with supreme executive authority. I found that no power existed to interfere with me in my duty to enforce the laws of the state, and that by the same token, no condition could release me from my duty so to do. I then looked about me to see what instruments I possessed wherewith to accomplish this bounden obligation--what instruments on whose loyalty and obedience I could truly rely. I perceived three such instruments--my private secretary, a very small man; my woman stenographer; and the janitor. . . . So I made the state police.<sup>66</sup>

---

<sup>64</sup>Ibid., citing The Annals of American Academy of Political and Social Science, May, 1913, p. 252.

<sup>65</sup>Ibid., citing the Proceedings of the Governors' Conference, Washington, 1910, p. 216.

<sup>66</sup>Ibid., pp. 166-67., citing Governor Pennypacker, of Pennsylvania; quoted in Mayo, Justice To All, pp. 5-6.

It seems imperative that the chief executive officer of the state have at his disposal a body of well trained, well equipped law enforcement officers capable of serving in a supportive role to local law enforcement, and carrying out specific assignments within the state where either no local police agency exists, or where they fail to respond appropriately in the best interest of the people of the state. Without the force, the governor has only two alternatives when local law enforcement breaks down: (1) Order out the state militia; (2) Do nothing. For these reasons, a state law enforcement agency is deemed necessary.

States have been careful not to encroach on local government's law enforcement function, even when specialized agencies are created to perform special tasks. Political overtones are quite evident, and proposals which hint at state interference are not only unpopular, but politically hazardous. However, at the same time most states have also failed to provide effective machinery to discover and deal with law enforcement agencies that are grossly derelict in their duty. The question of law enforcement integrity and corruption must be recognized, and who is responsible for policing the police.

A system has not yet been developed to assure suitable standards of local police performance. In recent years, programs have been initiated in a few states to begin to cope with the problem. California has a widely

acclaimed program operating under the authority of the "Commission on Peace Officer Standards and Training". In Michigan, the Michigan Law Enforcement Officers Training Council (MLEOTC) and its' mandatory police standards and training act are positive steps in the right direction.<sup>67</sup>

### Organizational Behavior

In a few brief pages it is obviously impossible to delve very deeply into the complexities of organizational theory and behavior. Therefore it is purposed in this section to discuss basic characteristics of institutional type organizations, along with organizational goal setting. These in turn will be overlayed with a few of the more prominent organizational characteristics and goals of the Michigan State Police in an effort to better understand some of the rationale of this agencies behavior.

Schein defines an organization as:

. . . . the rational coordination of the activities of a number of people for the achievement of some common explicit purpose or goal(s), through division of labor and function, and through a hierarchy of authority and responsibility.<sup>68</sup>

---

<sup>67</sup>Act 203, P. A. 1965, as ammended by Act 220, P. A. 1968 and Act 187, P. A. 1970 of Michigan.

<sup>68</sup>Edgar H. Schein, Organizational Psychology, (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1965), p. 8.

While acknowledging that various types of organizations exist, from the simple unstructured social group model to the highly structured and complex bureaucratic model, the focus of this section will be on a modification of the latter.

### Characteristics

A model of formal organization familiar to students of sociology and organizational theory was postulated by the German social scientist and historian, Max Weber, around the turn of the century.<sup>69</sup> Weber's "ideal type" of bureaucracy is most noted for its emphasis on form and structure, with the following specific features:<sup>70</sup>

1. A continuous organization of official functions bound by rules. This is in contrast with an ad hoc group without behavioral guides.
2. A specific sphere of competence, which involves a systematic division of labor. The use of job descriptions is a practical application of this requirement.
3. Specialization of tasks. Members are chosen and assigned on the basis of merit and ability to perform specialized tasks, which usually is the result of some kind of specialized training.
4. Adherence to the principle of hierarchy, with each lower office under the supervision of a higher one.

---

<sup>69</sup>A widely accepted translation of Max Weber's writings on bureaucracy is in H. H. Gerth and C. Wright Mills, translators, From Max Weber: Essays and Sociology, (New York: Oxford University Press, 1946).

<sup>70</sup>Amitai Etzioni, Modern Organizations, (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1964), pp. 53-54.

5. Ownership and administration separation--a policy and administration dichotomy.
6. Relative freedom from external controls with value placed on increased autonomy.
7. Administrative acts, decisions, and rules are in writing and used as a means of increasing predictability of performance.

The Michigan State Police, as an organization, fits with ease into a modified version of this "ideal type" model which Weber profiled. The department is a continuous organization of more than fifty years. The organizational chart depicts a clear division of labor, specialization of tasks, and a formally established hierarchy. The department retains its organizational posture and value system through careful screening of prospective members, and therefore ensures stability and continuance. The ownership-administration dichotomy is not as clear because it is a tax supported public service institution, and must be viewed from a public ownership perspective. The organization is relatively free from direct outside interference, and official policy decision making channels from the outside are normally routed through the Governor's office. Finally, there is a very elaborate system of rules, regulations and procedures, recorded in writing and disseminated to all members, which facilitates administrative and operational procedures and ensures predictability of member behavior.

### Goals

The goals of organizations serve several functions. They establish guidelines for organizational activity by

establishing a future state of affairs which the organization strives to attain. Goals also constitute a source of legitimacy which serves to justify its very existence. Without a purpose for existence, an organization will cease to exist.<sup>71</sup>

Organizations therefore pursue specific goals. But once formed, organizations have a tendency to acquire their own needs, and sometimes these needs become masters of the organization. Sometimes organizations even go so far as to abandon their initial goals and pursue new ones more suited to the organization's needs. Therefore, most organizations after a time have two very distinct and different combinations of goals: (1) The specifically defined production or service type goals for which the organization uses to justify its existence; and (2) the individual and collective goals of the membership. The ideal situation of course is for these two types of goals to complement each other. Problems develop when they come in conflict, or when the organization fails to satisfactorily meet the collective needs of clientele or membership. If goal satisfaction is seriously deficient, the organization may degenerate and sooner or later cease to function as a productive agency. Dissolvment of the organization is the ultimate end.

---

<sup>71</sup>Ibid., pp. 5-19.

Organizational goals are not constant or necessarily continuous. As society changes and the environment in which the organization functions continues to change, former goals are often displaced by new goals. The impetus forcing this adaptation may be several factors, not the least of which is the personal needs and desires of the membership. When this is the case, there is usually an assist by others outside the agency who may have a direct or indirect interest in what takes place.

To illustrate: As will be described in detail in Chapter III, the Michigan State Police was originally created for home front internal security measures during World War I. After the war, that goal no longer existed, therefore if the organization was to continue, a new goal must be identified. The membership of the "State Troops" had a vested interest in keeping their jobs, and the political hierarchy of the state was interested in maintaining a police force in order to assist them in carrying out their law enforcement responsibilities in the areas deficient in law enforcement capabilities. Numerous new goals were added including rural police patrol, crime investigation, traffic regulation and enforcement, and various types of public services. Unlike the very specific original goal of internal security during war time, these ensuing goals were applicable during peace and war and very generally defined. Therefore, as long as there is rural countryside to patrol, crime to investigate,



and public services to perform, the organization can legitimately justify its own existence, ensure continuity and stability, and thus continue to satisfy the individual and collective needs of the membership.

This returns us to the central question which this thesis contemplates: What happens when the rural countryside dissipates into an urban complex and the organization is forced to functionally adjust to its new environment.

The longer an organization exists, and the more firmly entrenched it becomes in its environment, the better the chances for growth, expansion, and survival. Leadership however is an important factor, and the quality of this leadership often determines the rate of growth or decline.

In the Michigan State Police, as in most public agencies, general goals are defined by statute. This gives and reinforces legitimacy, prescribes authority, and provides a purpose for existence. The process of acquiring statutory authority is frequently a matter of political maneuvering, and involves a strategic manipulation of influential forces in or on legislative bodies and executive decision makers.

This therefore is the focus of this thesis. The rural scene is rapidly shrinking away as the urban areas of the state expand and become more numerous. The need for State Police patrols should be lessening in these urban areas. Exploring how the Michigan Department of State

Police adapts functionally to this rural-urban transition is the stated purpose of this writing.

### Summary

Law enforcement, as a public service, has retained much of its traditional local character through the years. Increasingly, however, students of police administration have advocated various kinds of structural reform, ranging from proposals for a national police force, to pleas for improved cooperative relationships among existing agencies.

Proposals for "delocalizing" law enforcement often assume that since the many police agencies in a state are structurally independent of each other, they must, by inference, be operationally independent also. Such an assumption of course is not always accurate.

In considering the issue of local responsibility to the state, two facts should be underscored:

1. The law enforcement powers of local government have been delegated to them by the State.
2. Sound administrative principles demand that with every delegation of authority, commensurate responsibility must accompany. Entities of government should therefore be accountable for their performance in some manner.<sup>73</sup>

---

<sup>72</sup>Olson, loc. cit., Forward.

<sup>73</sup>O. W. Wilson, "Can the State Help City Police Departments", The Journal of Criminal Law, Criminology, and Police Science, Vol. 45:1, May-June, 1954, pp. 105-06.

A Michigan Department of Criminal Justice has received considerable attention and debate in recent years. Studies have been made, papers written, and proposals drafted. These are symptoms of discontent with the "system" as it is, and pleas for greater coordination and cooperation among agencies of criminal justice. Local government looks to the State for assistance. The trend is definitely toward centralization, as evidenced by the 1969 reorganization of the Michigan Court system, giving the Michigan Supreme Court supervisory authority over the State lower courts. Also there is increased speculation that the Corrections system in Michigan will be moving toward centralization. This affects the functions of the county sheriff and his jail responsibilities, which in turn affect the duties of the state and local police forces. How these trends relate to the law enforcement system is still unclear, except to say this seems to be the current direction, and the State will continue to play an increasingly important role.

## CHAPTER III

### THE MICHIGAN STATE POLICE: A PERSPECTIVE

#### An Overview

The Michigan Department of State Police is not a "police department" in the traditional sense. It is more--much more. It is one of nineteen principal agencies of state government with functions, responsibilities and legal mandates diversified in nature and far beyond those of a police department per se.

Aside from commanding a force of approximately 1,800 sworn police officers and 400 civilians, the Director of the Michigan State Police is also the State Fire Marshal and the State Director of Civil Defense. These responsibilities are conferred upon him by statute. Further, he is an exofficio member of numerous state commissions, boards and authorities.

The Michigan State Police also have been charged by statute with maintaining a central Records and Identification depository on criminal offenders and their activities. Statistical data on crimes and criminal activity reported in Michigan is collected, compiled, analyzed and reported on through this service facility. A central handgun

registration file on all weapons legally purchased and owned by state residents is a portion of this depository.

The Michigan Law Enforcement Information Network (LEIN), a statewide computer based crime information system is housed under the Michigan State Police. In addition, the department houses the state terminal for the National Crime Information Center (NCIC) with inter-state computer capabilities. The Law Enforcement Teletype System (LETS) and other inter-state communications systems feed into Michigan through the Department of State Police.

Traffic safety and highway planning are an important function of the department. The Safety and Traffic Division, created in 1928, collects, analyzes, and interprets traffic safety information and data fed into it from local police departments throughout the state. Using automatic data processing systems, data concerning traffic accidents, enforcement, engineering, and programs of various types are systematically evaluated and fed back into the process of government, industry and education where it can be used as input for new plans, programs, and system designs. Associated with this, the Highway Safety Planning Division coordinates with federal and local officials in all matters relating to highway safety planning. It formulates policy and is a resource in designing programs authorized by the National Highway Safety Act of 1966.

By statute the Michigan State Police also license and regulate all private police, detective, and security

guard agencies in the state. The protection of the Governor and his family is another assignment. Advice to the legislature and other state agencies on matters relating to law enforcement are additional tasks.

These are a sampling of the major "other" functions and responsibilities assigned to the department. Many of these will be discussed later in more depth and be related specifically to the urban community.

Being a "policeman" is secondary to the Director of the department and his staff aides. First of all, he, the Director, as well as his Bureau and Division Commanders, must be an administrator and a manager, capable of dealing with programs of conceptual design. Without this capability, the effectiveness of the department would be seriously diminished.

It is in this environment of advancing technology and progressive programming that the Department of State Police must function today. An intricate part of state government, inter-relating with all other segments of government at all levels, the department must provide multiple thousands of services not only to the people of Michigan, but through various inter-state communications links, to the people of the nation and the world.

More than a "police department", or even a "Department of Public Safety", the Michigan State Police is an omnibus law enforcement agency with extensive and

varied impacts on people, institutions, and government, individually as well as collectively.

### A Brief History

World War I raged in Europe. America was suddenly thrust into the bitter conflict on April 6, 1917, when congress declared war on the Central Powers and our nations involvement and committment became total. A spirit of patriotism united the country in support of this common cause, and Michigan, like the other forty-seven states, responded with enthusiastic support.

It was clear that the Michigan National Guard, the only available force of state government capable of quelling disorder on a large scale, would promptly be activated and ordered into federal service.

Officials of state government, led by Governor Albert E. Sleeper, realized that in addition to its military contribution, there were likely to be domestic problems. In anticipation of these problems, the state legislature, then in session, sought legislation to meet certain emergency needs.

The state legislature immediately provided for a War Preparedness board. . .[which] consisted of the governor, as chairman, the attorney general, the secretary of state, the state treasurer, the auditor general and the superintendent of public instruction.<sup>74</sup>

---

<sup>74</sup>Oscar G. Olander, Michigan State Police--A Twenty Five Year History, Michigan Police Journal Press, 1942, p. 14.

Anticipated problems included suspected espionage; selective service violators; and labor union agitators, active in the upper peninsula ore country.

The need appeared immediate for a small, highly trained and mobile force, ready for any domestic emergency, and so organized and equipped so as to facilitate the dispatching of troops to any point in the state, ready to cope with any type of troublesome situation. Thus, the Michigan State Police was conceived as a war time constabulary whose

. . . troops guarded railroad and shipping facilities, grain elevators, warehouses and stockyards, controlled strikes and riots, enforced draft laws, and otherwise protected the general interest of the military effort against sabotage and provided other police services.<sup>75</sup>

Created under the authority of Act 53, P.A. 1917, which took effect on April 17 of that year, Colonel Roy C. Vandercook was named to command this initial company of fifty men, which was to be officially designated the Permanent Force, Michigan State Troops.<sup>76</sup>

Nearly all of the first detachment of troopers had previous military training, either in the Army or National Guard. Horses were obtained at first from within the state, but later wild horses were brought from the western plains, and broken for police use.

---

<sup>75</sup>Michigan Department of State Police, Fiftieth Anniversary Report 1917-1967, Lansing, Michigan, 1968, p. 27.

<sup>76</sup>Olander, op. cit., p. 27.



Organized at about the same time was a new Home Guard. It was assumed by some that the "State Troops", as they were called, was a part of this new militia organization, and subject to orders from militia officers. The Attorney General, Alexander J. Groesbeck, (who later became governor) ruled that the Governor, under law, was empowered to create the body under his responsibility to maintain law and order within the boundaries of the state.<sup>77</sup>

Headquarters of the "State Troops" was established at East Lansing on property loaned for that purpose by Michigan State University, then known as Michigan Agricultural College. Temporary buildings were erected, and the first Troop was organized by July 15, 1917. A month later, three additional Troops were recruited, bringing the force up to two hundred men.

The movement to establish a state constabulary was not without resistance. A heated political debate evolved, and considerable verbalizing took place in the state legislature, and in the press. Opponents based their arguments on economic factors, and that the services duplicated the capabilities of the Home Guard.

Mining of copper ore in the upper peninsula was considered vital to Michigan's war effort, and when disorder

---

<sup>77</sup>Ibid., p. 16.

broke out during labor disputes in the summer of 1917, the constabulary was dispatched. They performed credibly and received acclaim from both public officials and private citizens, causing opposition to the organization to substantially subside.

Activities and assignments of the constabulary mounted during the next two years. Detachments were dispatched to an increasing number of locations identified as critical to the war picture. In effect, the governor had assembled and had at his disposal, a mobile task force of civil police officers, with state wide jurisdiction, able to engage in nearly any type of enforcement activity he chose to pursue.<sup>78</sup>

The Michigan State Troops, as an organization, fulfilled their war oriented assignments in a credible manner. Two years after its inception, following the war, the force was reorganized under Public Act 26, 1919 and renamed the Michigan State Police. The duties of the new organization were principally two fold:

1. Police the rural communities of the state.
2. Assist local officers in law enforcement.

Specific duties changed from war related internal security type measures, to those of a general police nature.

---

<sup>78</sup> This type of police power can evoke significant political strength, and although there is no record of flagrant misuse, the potential is always present and must be constantly guarded against.

When this occurred, professional jealousy among some sheriffs, prosecutors, and local public officials emerged, as they feared that the State Police would usurp the authority and responsibilities of local officials.

Going into the 1920's, the automobile came into its own. Michigan, emerging as the automobile manufacturing capital of the world, no doubt was among the first to feel its impact. These impacts are attributed by many as doing more to change the life styles of people, and advance the process of urbanization, than any other single factor.

As the criminal became more mobile, hit-and-run crime tactics became increasingly popular. Local sheriffs and village marshals were ill equipped to cope with bandits who would sweep into a small town, rob a bank or other place of business, and flee into another jurisdiction before authorities could be notified and organized. Municipal police encountered similar problems when gangsters would flee from the city to areas of secluded sanctuary in the country, many miles away. As these became increasingly common, Olander noted

. . . where a community is protected, and the adjacent county is unpatrolled, the latter area is a fertile, easily reaped field, lying close to the hands of the bandits. Indeed there is room for belief that some of the outlaws habitually operate in the rural districts where pickings are easy. If you doubt this, go talk to the people on the farms and little villages within a radius of fifty miles from Detroit.<sup>79</sup>

---

<sup>79</sup>Olander, op. cit., p. 44.

Thus, the Michigan State Police, with state wide law enforcement authority established itself as not only an effective crime suppression force in its own right, but also as an inter-jurisdictional coordinator of local law enforcement in a collective crime fighting effort. With such a setting, rural road patrols were regularly established in 1920. These daily patrols averaged 16-25 miles, and frequently required being out for days at a time, sleeping and eating in the open.

After considerable debate over the merits of a state constabulary, with state wide general police powers, the then governor, Alexander Groesbeck decided not only to settle the hotly contested police issue, but also the whole problem of governmental reorganization. In 1921 he led a move to centralize state agencies, and the legislature enacted a series of measures that radically altered Michigan state government.

The State Police emerged with a new name, but firmly established on the organizational chart of state government. Act 123, which passed the legislature and took effect on May 5, 1921, created the "Department of Public Safety".<sup>80</sup> This act merged the previous State Police responsibilities with the enforcement duties of the state oil inspection department; prohibition enforcement of the food and drug department; and the functions of the state boxing commission.<sup>81</sup>

---

<sup>80</sup>The designation "Michigan State Police" continued to be used, despite the new legislative name change.

<sup>81</sup>Olander, op. cit., pp. 44-45.

Shortly thereafter, assignment upon assignment was shifted to the new Department of Public Safety.

In 1921, the state administrative board issued a ruling making it compulsory that all prisoners transferred from one penal institution to another, be moved by State Police personnel. Further, all parole violators and apprehended escapees were to be transferred by state troopers.<sup>82</sup>

The State Police entered the field of correctional administration when in 1921, trouble flared at the Ionia Reformatory. Major Robert Marsh, the then deputy director, was placed in charge and served as warden. State Police officers remained on duty for about nine months.<sup>83</sup>

In December of 1921, the warden and deputy warden at the State House of Correction at Marquette were murdered during an outbreak. Again, Major Marsh was placed in charge of that institution. As a result of that disturbance, it was decided to transfer the headquarters of the upper peninsula troop from Negaunee to Marquette, which serves as the District Headquarters for that section of the state today.

---

<sup>82</sup>Ibid.

<sup>83</sup>Ibid., p. 47.

In 1922, the duties of the State Fire Marshal were assigned, requiring State Police inspection of all state institutions and every theater in the state.<sup>84</sup>

The period between 1921 and 1935 was a time of steady growth, expansion and building. It was a period in which vocal opposition to the department virtually vanished as it became firmly established as an intergral part of state government. Political influence in departmental field operations waned, and a spirit of cooperation with local officials emerged.

This fourteen year period was marked by several important events which had its impact on operations and public services:<sup>85</sup>

1923 - Harry Jackson, former Detroit police department detective was named Commissioner.

1924 - Troopers were assigned to guard short term prisoners working on road building assignments.<sup>86</sup>

---

<sup>84</sup>This remained in effect until 1927 when it was reassigned to the Insurance Department. In 1939, the legislature returned it to the State Police, where it remains to this date. There is, however, indication that at least the regulatory function of this office may again be transferred back to the Bureau of Insurance sometime in the near future.

<sup>85</sup>Source for these events: Olander, Michigan State Police--A Twenty Five Year History, and Michigan Department of State Police, Fiftieth Anniversary Report 1917-1967.

<sup>86</sup>This was a new type of State Police function and a considerable departure from normal "police" duties.

- 1925 - Legislation was introduced compelling police officers of the state to fingerprint all persons arrested for felonies, and forward them to the Identification Bureau at State Police Headquarters in East Lansing.

Commissioner Jackson was named warden of the Southern Michigan Prison at Jackson, and Alan G. Straight, a former member of the U. S. Department of Justice, was named to replace him.

Uniformed officers were placed on patrol with motorcycles.

The Criminal Investigation Bureau was reorganized and enlarged its field operations under the new name of the "Secret Service Division".

A police training school was established by statute, and a long progressive program of intensified law enforcement training was launched.

- 1926 - Oscar G. Olander, the then deputy commissioner, succeeded Mr. Straight as Commissioner and served until 1947.
- 1927 - Legislation was enacted requiring that all traffic accidents involving death, injury, or vehicle disablement be reported to the State Police.
- 1928 - Safety and Traffic Division of the Michigan State Police organized to administer traffic accident reporting legislation.
- 1930 - Michigan State Police became the first state wide law enforcement agency to use police radios. One way police communications over radio station WRDS at East Lansing became operational.
- 1931 - The state was divided into eight State Police geographical Districts. Boundaries were established for administrative purposes principally, and except for minor adjustments over the years, remain relatively unchanged.

- 1933 - An inter-jurisdictional police road block system, utilizing city, county and State Police officers, was established. Forty-one counties in lower Michigan were linked together through the means of the State Police radio. This system proved highly effective in apprehending fleeing felons and combating rural crime.
- 1935 - Public Act 59 dissolved the Department of Public Safety and renamed the organization the "Michigan State Police". This Act serves to this date as the statutory authority under which the department operates. It has been amended on several occasions, however, its charges remain fundamentally unchanged. This will be discussed in greater depth later in this chapter.

The Michigan State Police joined with Michigan State College, and with the Michigan Crime Commission, in creating a School of Police Administration at the college. From 1937 until 1953, an accredited Field Service Training Program was administered by the State Police.<sup>87</sup>

Between 1935 and the entry of the United States into World War II, advances continued at an accelerated pace. Communications technology expanded as auxiliary radio relay stations were established at Paw Paw and Houghton Lake.

A serious concern for traffic safety actually began in the 1920's, but it was not until the mid 1930's, when highway traffic fatalities sharply mounted, was there

---

<sup>87</sup> Earle B. Roberts, Field Service Training Manual, Michigan State University, Unpublished mimeographed manual, Undated, (Approximately 1960), p. 4.



any concerted effort in enforcement. Accident prevention through education had been stressed for some time, and in 1936 "flying squadron" tactics were employed in which State Police patrols saturated high accident areas in an enforcement crackdown. This was a forerunner of today's highly sophisticated selective enforcement operation.

By the year 1940, there were forty-three Posts established among the eight districts, with a combined enlisted strength of 358 officers.<sup>88</sup> In that year also the department acquired joint ownership of an airplane with the Conservation Department and Highway Department. It was first used in traffic control, but soon proved versatile in numerous other law enforcement operations.

The department did not wait until the outbreak of World War II to begin preparing. On June 5, 1940, Commissioner Olander, in a letter to Governor Lauren D. Dickinson, outlined his concern for sabotage and espionage activities which he anticipated were forthcoming because of the war going on in Europe at the time. His request for additional men to devote to investigations of this nature was approved. Commissioner Olanders' attitude and apprehensions were clear in his letter as he wrote:

---

<sup>88</sup>Michigan Department of State Police, Unpublished typewritten summary of State Police activities for the year 1939, prepared for release to the press.

Members of the groups who enjoy the blessings of American peace and freedom but stand ready to serve a foreign system will find in the days ahead opportunity to serve their secret masters. Aid to our natural allies or even a defense program limited to protection of our homeland brings these people into their active roles as enemies practicing sabotage and engaged in espionage.

The State Police have considered it a responsibility to watch these people.

I consider it a definite and immediate responsibility to project our investigation and knowledge of these subversive groups to every section of Michigan.<sup>89</sup>

In an emergency session of the "Little Legislature" - for it was felt the situation could not await a regular session some months away, funds were appropriated to form the anti-subversive division. The minimum strength for this task force was set at one hundred men, to be drawn from the present ranks. An immediate recruiting effort was begun to replace these men, and by December 14, 1940, a total of one hundred and nine new troopers were in uniform.<sup>90</sup>

When the United States was finally drawn into the European conflict in December 1941, the State Police was already engaged in intelligence gathering operations regarding national security, just as they had done during World War I.

---

<sup>89</sup>Olander, op. cit., p. 77.

<sup>90</sup>Ibid., p. 81.

During the war years, departmental reports indicate that attention was given to war related priorities, and other police operations maintained a relative status quo.

Following the war, it is observed that State Police functions began to separate into two distinct categories: traffic safety and crime investigation. Although the trooper for the most part was, and still is today, a generalist, specialization was beginning to break through, and individual specialization in these two broad areas was emerging.

The Detective Division, which is primarily a field investigative force, was solidified and criminal investigation emerged as a principal departmental function.

The Safety and Traffic Division, although nearly twenty years old by that time, greatly enlarged its scope of operations and became a central depository for many more types of traffic accident and enforcement data. Major responsibilities included participating in traffic safety research, disseminating traffic related information, and coordination of special traffic safety programs.

The Uniform Division, where the bulk of the manpower was deployed, was charged with both traffic enforcement and criminal investigation responsibilities. Here, in this state wide "rural" patrol operation, performance of these two major functions are merged and overlay each other.

The last of the principal Acts involving departmental organization structure was Act 380 or P.A., 1965, effective November 1, of that year. This was a state governmental reorganization Act in accordance with Michigan's new 1963 Constitution calling for a reduction of the number of principal state agencies to not more than twenty, one of which was to be known as the "Department of State Police".<sup>91</sup> An internal reorganization simultaneously occurred and the organization was streamlined and structurally designed to achieve uniformity among the state agencies.

State Police activities have become increasingly specialized over the last quarter century. The process has resulted in numerous splinter specialized areas of responsibility and tasks, which collectively contribute to either or both of these principal functions. It is at this point that the department finds itself today.

#### State Police Act

Act 59, of the Public Acts of 1935 is the statutory authority for the present day Michigan State Police. This Act, as amended provides for a "Director" of the Department of State Police, appointed by the Governor and serves at his pleasure. Specific powers, duties and responsibilities

---

<sup>91</sup>The department was still permitted to use the insignia and designation of the "Michigan State Police" on uniforms and equipment.

of the Director are enumerated, along with matters relating to organization, personnel and function.

Over thrity-five years old, this Act has been repeatedly amended many times, and has been superseded by numerous other legislative actions. Because of this, the statute is now antiquated in its structure, far out of step with contemporary law enforcement practice, and in drastic need of updating.

In its original form, the intent of the legislature was clear when it stipulated that there should be a "uniform division" and a "detective division" and there shall be a "highway patrol" force within the uniform division. Thus without question, it was the specific intent of the legislature to create an organization with both criminal as well as traffic responsibilities.

Concerning specific powers and duties, the key to the entire statute is summed up in the following paragraph recorded in Section 6:

. . . all officers of said department shall have and exercise all powers of deputy sheriffs in the execution of the criminal laws of the state and of all laws for the discovery and prevention of crime and shall have authority to make arrests without warrants for all violations of the law committed in their presence including the laws designed for the protection of the public in the use of the highways of the state, and to serve and execute all criminal process. It shall be their duty to cooperate with other state authorities and local authorities in the detecting of crime, apprehending of criminals, and preserving law and order throughout the state.<sup>92</sup>

---

<sup>92</sup>Act 59, P.A. 1935, Section 6.

What this says in effect is that all sworn State Police officers have identical powers as deputy sheriffs of counties, only their bailiwick is extended statewide into every county of the state. Their authority is limited, however, to the enforcement of criminal laws of the state, including those relating to the Michigan Vehicle Code. No authority is granted for the enforcement of local ordinances, or civil law, except in those cases where the state is a party.

Further, Act 59 mandates that the State Police shall cooperate with other state and local authorities in the "detecting of crime, apprehending of criminals, and preserving law and order".<sup>93</sup> This is a rather general clause, and the specific actions to be taken to meet these statutory obligations appear open for some interpretation. For example: Does this mean that the State Police must maintain a detail of patrol officers and investigators to supplement local law enforcement agencies in "street level" operations? Does it mean that a special task force of policemen should be available to assist local authorities upon request? Or, can it be interpreted that the assistance referred to here may be less direct, and in the form of auxiliary staff services, i.e. providing a centralized information and/or communications system, specialized crime

---

<sup>93</sup>Ibid.

laboratory services, police training programs, central records and identification depositories, intelligence services, inter-jurisdictional coordination of major crime investigations, etc. Because the type, nature and extent of assistance to be rendered is very nebulously defined, it appears that the statute may be open for interpretation on this matter of assistance to local law enforcement. The interpretation preceived has a very important impact on urban policing because it affects the nature and degree of direct and indirect State Police involvement in metropolitan law enforcement.

In 1941, the Michigan Civil Service Commission was created by the legislature, and with few exceptions, all employees of the state were granted Civil Service status. Today, the only exempt employee of the Department of State Police is the Director himself. This piece of legislation apparently cancelled out and superseded most, if not all of the previsions of Act 59 which related to personnel matters, conditions of employment, and procedures for disciplinary action. As a result of this and subsequent legislation, most of the original statute has either been repealed, superseded, or seriously questioned as to its current validity. There is no single authority base which the department can effectively relate to today.

In short, this statute has become an anachronistic piece of legislation in need of a complete review and overhaul. New legislation should be drafted with consideration

given to specific goals and objectives amenable to state wide urban law enforcement. The entire "mission" of the department should be reviewed. Advances in technology as well as changes in the environment of law enforcement demand that this be done. Ideally, this new legislative authority base should compliment a whole new state wide criminal justice operational plan.

### Organizational Structure and Geographical Dispersion

The Michigan State Police may justly be described as a complex organization. It is geographically decentralized, has over 2,200 members, an elaborate authority structure, detailed rules and regulations, and places considerable emphasis on rationalism in decision-making.<sup>94</sup> In short, it exhibits the classical characteristics by which bureaucracies are known.<sup>95</sup>

#### Organizational Structure

The department consists of three major bureaus:  
A central Executive Bureau commanded by the Director himself;  
A Bureau of Field Services, commanded by a Deputy Director

---

<sup>94</sup> Bruce Trevor Olson, An Exploration of the Effects of Member Goal Preferences on a Basic Training Curriculum in a State Police Agency, Doctoral Dissertation, Michigan State University, 1971, pp. 82-83.

<sup>95</sup> See, for a description of bureaucracy, Anthony Downs, Inside Bureaucracy, (Boston: Little, Brown and Company, 1967), pp. 24-31.



who holds the rank of Lieutenant Colonel; and a Bureau of Staff Services, also a Deputy Director with the rank of Major. A Division is the next organizational entity subordinate to a Bureau, and except for the Uniform Division, they are commanded by either a Captain or a civilian. Each bureau has an Administrative Division among its several Divisions responsible for the administrative functions of the respective bureau.

The Executive Bureau is the smallest in terms of personnel, with only a dozen officers assigned to the three principal divisions. Recent reorganization has transferred over sixty civilians assigned to the Data Processing Section of the Executive Bureau to the Bureau of Staff Services, and given it divisional status.<sup>96</sup>

The Bureau of Staff Services is larger than the Executive Bureau in numbers of assigned personnel, but smaller than the Bureau of Field Services. It is also more functionally differentiated, consisting of nine principal divisions (in addition to its Administrative Division), and has a headquarters strength of over sixty sworn officers.<sup>97</sup>

---

<sup>96</sup>See Appendix "A" for a copy of the Michigan State Police Strength Report for January, 1972. Civilian personnel assigned are listed in the biannual personnel register.

<sup>97</sup>Excluding recruits in the training school and officers assigned staff service functions at field locations.

The Bureau of Field Services, largest of the bureaus numerically, has over 1,600 sworn officers assigned throughout the state. The basic rationale behind these two bureaus is that Staff Services perform supportive and facilitative type duties for the organization, while Field Services is responsible for the day to day law enforcement effort.<sup>98</sup>

A breakdown of the three bureaus and their subordinate divisions are as follows:<sup>99</sup>

Executive Bureau

Administrative Division

Executive Division

Highway Safety Planning Division

Public Affairs Division

Bureau of Staff Services

Administrative Division

Business Administration Division

Fire Marshal Division

Operations and Communications Division

Personnel Division

Records and Identification Division

Training Division

Safety and Traffic Division

Emergency Services Division

Data Processing Division

---

<sup>98</sup>See Appendix "B" for a copy of the Department of State Police Command Register with a listing of command officer personnel and a synopsis of their respective responsibilities.

<sup>99</sup>See Appendix "C" for a copy of the Department of State Police Organizational Chart, October, 1971.

Bureau of Field Services

Administrative Division

Uniform Division

Detective Division

Subordinate to the Divisions are a variety of Sections and Units, each contributing to a further breakdown of specialization of function. The command structure is thus:

| <u>Rank</u>        | <u>Title/Function</u>                                                      |
|--------------------|----------------------------------------------------------------------------|
| Colonel            | Director, Department of State Police                                       |
| Lieutenant Colonel | Deputy Director, Bureau of Field Services                                  |
| Major              | Deputy Director, Bureau of Staff Services                                  |
|                    | Commanding Officer, Uniform Division                                       |
| Captain            | Commanding Officer, Division or Uniform District                           |
| First Lieutenant   | Assistant Commanding Officer, Uniform District, or certain Staff Divisions |
| Second Lieutenant  | Assistant Commanding Officer, Staff Divisions                              |
|                    | Commanding Officer of Post or Section                                      |
| Sergeant           | Commanding Officer of Unit                                                 |
|                    | Patrol Shift Supervisor                                                    |
|                    | Specialist of various kinds                                                |
| Detective Sergeant | Investigator                                                               |
|                    | Investigator Supervisor                                                    |
|                    | Investigator Specialist                                                    |

| <u>Rank</u> | <u>Title/Function</u>  |
|-------------|------------------------|
| Trooper     | Uniform Patrol Officer |

A principal exception to the above is that civilians head the Highway Safety Planning Division, Public Affairs Division, and the Data Processing Division. Also there are civilians in other key administrative positions throughout the Bureau of Staff Services and the Executive Bureau.

Table 2 on page 83 presents a breakdown of the rank structure with a distribution of sworn personnel and per cent of same assigned to each rank. In addition to this enlisted strength, approximately 400 civilians are assigned to various functions throughout the department.

#### Geographical Dispersion

The department is decentralized into eight geographical districts and sixty-one subordinate Posts, thus the principal structural characteristic is geographical dispersion. The numbers and locations of the sixty-one Posts are somewhat proportionate to the concentration of population. Over half of the departments manpower is concentrated in Districts 1,2,3, and 4 (which includes the Headquarters at East Lansing) and which comprises approximately one-third of the states land mass. However, it also should be noted that only 20.5 per cent of the enlisted strength is in the Second District, where actually better

TABLE 2.--Distribution of Michigan State Police Sworn Personnel by Rank.

| Rank                                       | Number | Per Cent |
|--------------------------------------------|--------|----------|
| Colonel                                    | 1      | .05      |
| Lieutenant Colonel                         | 1      | .05      |
| Major                                      | 2      | .1       |
| Captain                                    | 19     | 1.1      |
| Uniform Lieutenant<br>(First and Second)   | 89     | 5.5      |
| Detective Lieutenant<br>(First and Second) | 34     | 1.9      |
| Sergeant                                   | 337    | 19.2     |
| Detective Sergeant                         | 226    | 12.9     |
| Trooper                                    | 1043   | 59.2     |
| Total                                      | 1752   | 100.0    |

Source: Michigan State Police--Enlisted Personnel Strength  
(January 5, 1972).

than fifty per cent of the state's population resides. This is not to judge the appropriateness of the distribution, but without question, has a direct bearing on the thrust of this thesis.

Table 3 on page 85 depicts the number of sworn personnel assigned to Headquarters and each District, along with an indication of the per cent of the total for each. This is as of January, 1972.

#### Impacts on Function

Aside from population changes and the ongoing process of urbanization, there have been several other types of internal and external change agents at work, impacting on function and activity within the department. These impacts have directly affected State Police service productivity both quantitatively and qualitatively, and this writer would be remiss in not acknowledging their existence. While it may be rationalized that these events, processes, or "change agents" are all a part of urbanization indirectly, there is little evidence to corroborate all of this. While there may be others, only those influences considered of major consequence are discussed here. Attempts will not be made to prove direct or specific relationships, for this type of analytical process is beyond the scope of what is intended. Rather, it is purposed to recognize a few of these influences so that their impacts on departmental affairs might be intelligently evaluated.

TABLE 3.--Distribution of Michigan State Police Sworn Personnel by Area of Assignment.

| Headquarters/District | Number of<br>Personnel | Per Cent of<br>Total* |
|-----------------------|------------------------|-----------------------|
| Headquarters          | 158                    | 9.0                   |
| District No. 1        | 174                    | 10.0                  |
| District No. 2**      | 362                    | 20.5                  |
| District No. 3        | 224                    | 13.0                  |
| District No. 4        | 150                    | 8.5                   |
| District No. 5        | 186                    | 10.5                  |
| District No. 6        | 165                    | 9.5                   |
| District No. 7        | 140                    | 8.0                   |
| District No. 8        | 193                    | 11.0                  |
| Total                 | 1752                   | 100.0                 |

\* Nearest .5 per cent

\*\* Includes crime laboratory personnel assigned to the Warren and Plymouth Laboratories, as well as Intelligence Officers assigned to the Second District.

Source: Michigan State Police--Enlisted Personnel Strength (January 5, 1972).

### Decreasing Work Week

Up until July, 1963, all sworn State Police officers worked a regular fifty-four hour week. This was broken down into six, nine hour work days per week. Overtime was without compensation, and not infrequent. The work week was first reduced to forty-five hours in 1964, and then forty hours in 1965 with the coming of five, eight hour work days. These changes, ordered by the Michigan Civil Service Commission had an equalizing effect of reducing the departmental strength by approximately fifteen per cent, or by about 200 men. This type of adjustment had a definite quantitative impact on service productivity.

### Report Preparation Methods

Prior to 1968 all departmental complaint reports were required to be typewritten. Since then the department has modified these requirements, and with the development of new forms, have stipulated that all reports, save perhaps major felony cases or others requiring considerable detail, should be hand printed. This has resulted in a considerable savings of man hours in report preparation, thus substantially increasing the amount of time available for other law enforcement duties.

### Revised Judicial System

A new lower court judicial system, mandated in the 1963 Michigan Constitution, replaced the Justice of the



Peace system effective January 1, 1969. This new District Court system provided for a salaried judge, who must be an attorney, and eliminated the fee system for court financing. Although much has been written concerning the subject, there are no conclusive studies analyzing the effect of this change on law enforcement. It is speculated, however, that with the increased legal "consciousness" of an attorney, together with the fact that he is salaried and not dependent upon a fee, these factors may tend to promote a greater defendant concern, and lesser "state or public" concern. This is not to reflect on the creditability of the system, rather only to suggest that it probably has an impact on law enforcement services.

#### Increased Drug Abuse Crime

A run away drug era has gripped our nation in the last decade. Particularly among the nations young people, the use and abuse of drugs has become common place by many, with literally thousands of press articles reporting deaths and injurious effects attributed directly to the improper use of drugs. In 1960, there were only 419 arrests for narcotic or drug law violations in Michigan, while in 1970, this figure was at 10,896.<sup>100</sup> This out of proportion drug problem impacts on law enforcement efforts in many ways, most notably by increased arrests, investigations,

---

<sup>100</sup>Michigan Department of State Police, Michigan Law Enforcement Officials Report on Crime, 1960 and 1970.

additional drug related crimes, more time in court, and the need for additional laboratories and technicians to analyze evidence.

#### Increased Municipal Incorporation

New cities have been incorporating and expanding at an ever increasing rate. As the number increases, their influence on departmental activities is likewise felt. Before, where the State Police had concurrent jurisdiction in an unincorporated area, now the city is considered to have primary jurisdiction, and the role changes from direct law enforcement policing to that of assistance to local police agencies. This change has been particularly evident in the Second District.

#### Change in Administration

It appears that changes in the departmental administration at the upper command levels have some definite influence on organizational objectives, goals, direction and resultant performance. The degree of influence which the chief administrator or his chief staff aides are capable of exerting to bring about change can only be partially measured. No such studies have ever been conducted regarding this in the Michigan State Police, however by examining broad trends, some general conclusions can be made.

To illustrate: Commissioner Joseph Childs, who headed the department between 1952 and 1965 had a background in traffic safety and enforcement. An examination of the activity records for that period of time reveals a definite thrust in these type of activities. Director Fredrick Davids, chief administrator between 1965 and 1970, had a background in criminal investigation, and although his tenure was only for five years, the Detective Division activities flourished.

This writer does not wish to speculate on the effects which result from political change in state government. It can only be assumed that political power at the state level affects the manner in which state agencies function, however in most cases these influences are probably less salient than others.

### Summary

Created during an area of war and in an environment steeped with a militaristic tradition, the Michigan State Police have evolved from a mounted internal security force to a modern organization of crime detection, law enforcement and public service. Over the years as society changed, functional emphasis gradually evolved from internal war time security matters, to rural law enforcement, highway safety measures, specialized approaches to crime detection, and finally to the highly sophisticated computer and data processing centers of today.

Continuing advances in science, technology and management systems has substantially altered the posture of law enforcement in Michigan. It is no longer a "good guy verses bad guy" type of contest primarily executed on the rural scene. The scene is an urban one with multiple agency involvement, and the input of the State Police is not only significant, but it is considerably more complex.

Thirty years ago the "Trooper" on the road had a significant impact on the department's contribution toward the total law enforcement effort in Michigan. Today, although he is still the principal visible representative of the department, and his individual significance and importance can not be minimized, the magnitude of his "human" input is less when compared with the impacts of science, technology and the total capability of "organizational" service.

## CHAPTER IV

### METHODOLOGY

#### An Overview

A descriptive profiling of Michigan Department of State Police activities as they relate to the urban environment is the basic intent of this study. In descriptively profiling departmental activities, the period between 1940 and 1970 is the time frame of primary focus. Limited exception will be made when considering staff auxiliary services because of the significance of prior historical occurrences, as well as more recent developments. Urbanization has flourished most since World War II, and therefore it is this era which is deemed worthy of primary consideration.

The State Police Second District, with half of the entire state's population, and one of the principal urban centers in the country, is the most logical geographical area to study. The administrative boundaries of the Second District contain the major portion of the Urban Detroit Area, and provide a convenient reporting system from which statistical data may be drawn.

Several alternative methodological approaches to the collection and presentation of data were considered. These included: (1) A general analysis of the District alone; (2) An indepth analysis of one or two Posts in the district; (3) A comparison of one or two Posts in the Second District with like Posts in another district; (4) Correlating populations between various Posts in different districts and comparing activity and types of service. The first alternative was rejected because it was excessively broad. The second was likewise rejected because it would be too specific and thereby have little application outside those Post areas. Excessive variables in the third and fourth alternatives made them poor choices.

The approach finally decided upon was a combination of the first and second alternative. The entire Second District was generally surveyed, as well as a "light" look at each Post in the district. The objective was a broad general profile of activities across the district, as well as a general profile of activities within each Post. To determine a cause and effect relationship between input and output is outside the scope of this presentation. The writer is aware that many factors and variables are at work influencing these matters, and thus the rationale for a descriptive presentation rather than an analytical presentation.

The presentation of findings in Chapter V is broken down into three major divisions.

1. Brief overview of the Crime and Traffic Problem
2. Profiling Line Services
3. Profiling Staff Auxiliary Services

#### Identification of the Crime and Traffic Problem

This is a composite statistical overview of the general crime and traffic problem in the Second District. The crime problem is limited to a statistical tabulation of Part I offenses reported in the six principal Second District counties, and those which were cleared by arrest, during the period 1960 - 1970. Some indication of the magnitude of the increase of serious felonies over the past decade is shown in this report. Information was compiled from official statistics gathered by the Department of State Police and published in their annual "Michigan Law Enforcement Officials Report on Crime".

The traffic problem is surveyed in somewhat more depth. Through publications of the Michigan State Police and the Michigan Department of State Highways, data was gathered relating to:

1. Vehicle Registrations Issued in Second District Counties.
2. Reported Traffic Accidents in Second District Post Areas.
3. Traffic Offense Arrests made by District Posts According to Type of Highway.

4. Detroit Area Freeway System: (1) Miles of Freeway by County, and (2) Average Daily Traffic Flow at Key Locations.

Most of this information is presented with minimum comment because it is generally self explanatory. Appropriate further discussion is made in Chapter VI.

### Profiling Line Services

Line service activities will profile the district and each Post by reflecting statistical summaries which overlay the scope of their respective operations. There are four types of summaries identified with the District and each Post. These include:

1. District or Post Population Summaries.
2. Local Law Enforcement Summaries.
3. District or Post Activity Summaries.
4. Graphs: Ratio of Man Hours to Population Density (Three major functions).

### District or Post Population Summaries

Using U. S. Bureau of the Census Reports for the years 1940, 1950, 1960, and 1970 as an authority base, detailed population data was gathered on each township, village and city within the counties of the Second District. Populations were then classified as being either "incorporated" or "unincorporated", depending on whether they had city status. Post area boundaries were then determined, and local population counts were assigned to a respective Post area.



In several cases, this transcended county lines, thus requiring an inter-county approach to the tabulation process.

In a few instances a Post boundary split a city, such as in the case of the city of Monroe, where the boundary between the Flat Rock and Erie Posts divides the city. In cases of this type, half of the population was arbitrarily assigned to each Post area. Where the city was also divided by a county boundary, such as New Baltimore is, the population counts for the two counties are identified separately, and therefore can be more accurately assigned.

To determine the population density of a Post area, the land mass area first needed to be calculated. This was done on a county by county basis. The total number of square miles for each county in the district was obtained through the U. S. Bureau of the Census reports.<sup>101</sup> With the county size as a given, and using 36 square miles as a standard township, plus a scale rule on a large map for irregular shaped townships, portions of a county could be fairly accurately measured. Difficulties with irregular shaped townships, and along the lake or water front where the land is uneven, prohibited exact measurements. However, for the general purposes of this study, the estimates calculated are believed to be within two per cent over the entire

---

<sup>101</sup>U. S. Bureau of the Census, Area of the United States, (Washington, D.C.: U. S. Government Printing Office, 1940).

district. These portions of counties, along with their population counts, were attached to others, and assigned within their respective Post area. Population density for a given Post area was then determined by dividing the population count by the land area.

Incorporated and unincorporated densities are products of the same formula. The standard Post area size was used in each and therefore relates to the respective density by total Post area. This was done except for the city of Detroit, in which case the land area of 140 square miles was subtracted from the District and Post area, and the statistics are depicted separately. This reduces the skewed effect of the major concentration of population. It was impractical to do this with other cities because of frequent boundary changes over the thirty year period, and the fact that their size would have created negligible differences.

Post area boundaries, and land mass square miles were determined as of 1970, and used as a constant in determining statistical findings. Although some of these boundaries have changed over the years, accurate information on when and how much is difficult to ascertain. According to departmental records, changes appear very moderate. Actually, it is believed they have changed more since 1970, than during the thirty years prior. Also, a single area size was needed to keep the statistical base uniform. The only

major departure from this was in considering the Erie Post. Up until 1959, this was a part of the Fourth District, therefore it is not included in the study until the year 1960.

On the tables for District or Post population, the square mile land mass area is shown, along with raw population and population density counts for incorporated and unincorporated areas, at ten year intervals. Total District or Post population data is also included. It is these figures which serve as an overlay to functions, activities, and services, which are discussed later.

#### Local Law Enforcement Summaries

The growth of local law enforcement in the Second District was probably the most difficult to accurately measure, because of incomplete data and no central source of obtaining same. Statistics which are represented in these summaries for the District and respective Posts were primarily obtained from the F.B.I. Uniform Crime Reports for the years 1940, 1950, 1960, and 1970. Here the sworn strengths of police departments for reporting local political subdivisions of each state is listed. Difficulties arose when some jurisdictions failed to report for certain years, in which case the figures for the preceding or following year(s) were used. Most of the larger departments were always listed, and it was usually the smaller departments

which neglected to report. Using these sources, plus a few telephone calls by the writer, and a certain amount of personal knowledge, an estimated number of departments and their sworn strength could be accounted for.

Statistics represent only local police departments and are totally exclusive of sheriff's officers. Efforts were made to obtain data regarding sheriff's departments, however information was either unavailable or considered unreliable.<sup>102</sup>

The local law enforcement summaries represented for the District or respective Post areas at ten year intervals is believed sufficiently accurate to be worth tabulating and reporting herein. Figures were cross checked with State Police Record and Identification files, and it was concluded that this type of overlay does lend perspective to the patterns of urban growth. In this summary, as in the population summary, figures for the city of Detroit police department are identified separately, so as to reduce the skewed effect and reflect a truer portrayal. The percentage of change over the thirty year period is also shown.

#### District and Post Activity Summaries

Line service activity summaries are shown in tables for the District (compiled report), District Headquarters, and each of the eight Posts. Information is shown

---

<sup>102</sup>According to the Department of State Police Uniform Crime Reporting Unit, there were 818 Sheriff's Officers employed by the six principal counties in the Second District as of October 1971.

at five year intervals during the period covered, and is subdivided into the following six major categories:

1. Population Density
2. Personnel
3. Hours
4. Arrests
5. Mileage

A detailed description of each category follows.

All information reported was derived from original annual reports submitted by the various units for the years indicated. Photo copies were obtained from micro-film kept in the Records and Identification Division of the Department of State Police.

The original source of this information was an Officers Daily activity report, which every sworn officer is required to submit. This report in turn is used to compile a Post Daily activity report. Information from these Post reports, tabulated monthly, and then annually, are submitted through the district headquarters to the departmental headquarters. The total calendar year activity is reflected for the District and each Post. The format of these reports have changed considerably over the years, however much of the information is relatively the same. It was from these annual reports that the data was extracted for the various activity summaries.

In certain cases, prior to 1955, some information was not recorded, or was combined with some other information. Such is the case for "Traffic Arrests", "Traffic Complaint" and "Other Complaint" miles driven. Where this occurred, the Activity Summary so indicates.

Population Density.--Population density, shown only at ten year intervals, is that amount for the total District or respective Post area, including both incorporated and unincorporated jurisdictions.

Personnel (Daily Average).--

1. Assigned: Average number of sworn officers assigned during the year.
2. Average on duty per day: Average number of sworn officers on duty per day for the year.

Hours.--

1. Patrol: Number of man hours and car hours given annually to the (traffic) patrol function.<sup>103</sup>
2. Investigative (Non-traffic): This represents the number of man hours given to investigating all criminal as well as non-criminal complaints. It is inclusive of all complaints except those related to traffic.

---

<sup>103</sup> All patrol is considered "traffic" patrol, because of an emphasis placed on highway patrol in the rural area. However, crime prevention patrol is also a part of the function and is included herein. The difference between "man hours" and "car hours" is because of a departmental policy to use single man patrols during daylight hours, and two man patrols at night.

3. Traffic Services: This represents the total man hours used performing various traffic related duties, exclusive of writing traffic violation citations during patrol time.
- a. Comp. 3.1 - 3.4; & 3.8: Pertains to various file classification of complaints relating to traffic investigations. Specifically:
- 3.1 - Drunk Driving Investigations
  - 3.2 - Traffic violations which require a written report in addition to any violation citation issued. (Example: If a person was lodged in jail, or if property was seized, a written report would be required.)
  - 3.3 - Traffic hazard investigations, such as engineering surveys.
  - 3.4 - Traffic policing at accidents being handled by other departments; escorts; funerals; athletic events; fairs; etc.
  - 3.8 - Traffic Safety Public Appearances.  
Includes: speeches, movies and all other public appearances related to the promotion of traffic safety.
- b. Comp. 3.5 - 3.7: Pertains to various file classifications of complaints relating to motor vehicle accidents.

3.5 - Traffic Accident Investigations.

Includes all accidents on a public highway involving motor vehicles, bicycles, snowmobile, or animal drawn vehicles (except hit and run and non-traffic accidents, see 3.6 & 3.7).

3.6 - Hit and Run Traffic Accidents.

(On a public highway only.)

3.7 - Non-traffic motor vehicle accidents.

(Non-highway or private property).

c. Other Traffic Work: Man hours devoted to traffic work not properly classified as patrol or "Complaint file class 3.1 - 3.8 inclusive." Time spent with the prosecutor or in court involving non complaint traffic matters would be an example.

d. Total: Sum total of man hours given to traffic service activities.

4. Administrative Support Services: Total number of man hours used performing desk, clerical, or report writing duties. Also includes administrative supervision by command officers.

5. Other Activities: All other man hours expended in specialists or miscellaneous type assignments. Includes: Fire Marshal; Civil Defense; Fatigue Duty; Training assignments; and the "Other" unspecified types of duties.



6. Total Man Hours: The sum total of all man hours expended for the given year.

#### Arrests

1. Traffic: Number of traffic violation citations issued for violations of the Michigan Vehicle Code. Includes manslaughter with a motor vehicle, negligent homicide and felonious driving.
2. Patrol: Number of criminal arrests made by an officer through his own observations and initiative while on patrol.<sup>104</sup>
3. Complaints: Number of criminal arrests made as a result of an officer receiving a complaint from the Post or another person.
4. Total Arrests: The sum total of all arrests made for the given year.

Mileage.--total number of miles driven in pursuit of the following types of duties.<sup>105</sup>

1. Traffic Patrol
2. Traffic Complaint Investigations (Includes all types)
3. Other Complaint (Criminal as well as noncriminal)
4. Other (Miscellaneous and not otherwise covered)
5. Total: Sum total of miles driven for the year.

---

<sup>104</sup>Prior to 1955, "Traffic Arrests" and "Patrol Arrests" were grouped together.

<sup>105</sup>Prior to 1955, "Traffic Complaint" and "Other Complaint" miles were grouped together rather than separate.

Complaints Received.--Total number of complaints reported during the year. Includes criminal, non-criminal and administrative. (This should not be used as a measure of crimes reported or investigated, for they would be considerably less than the total complaints received.)

While all of the activity submitted in the various annual reports were compiled and evaluated, those portions considered of little value or significance were omitted.

Graphs: Ratio of Man Hours to Population Density.--Relationships between man hours expended for police services and population density is significant for the following reasons.

1. As populations increase, it is logical to assume that the number of police officers required to service the population must also increase if a constant level of like services are to be maintained.
2. If the ratio increases, it is speculated (all other things remaining constant) that greater services are being provided; if it decreases, lesser services are being provided.
3. When the ratio is "high", direct influences are being felt to a greater extent. When the ratio is "low", direct influences are felt to a lesser extent.

4. There is no optimum ratio as such, for many factors and variables enter in. The only measure available by which to compare are the various Posts among themselves, and with the "average" ratio compiled for the District.

5. The significance may be determined depending on the response to a series of questions.

a. In what ways are the Posts with similar ratios alike in other ways?

b. At what ratio level does a Post cease to make a significant contribution to the total law enforcement effort when viewed in the totality of service provided by all agencies?

Ratios were determined to the nearest tenth of a per cent for each of the five major categories of hours expended: Patrol, Investigation (Non-Traffic), Traffic Services, Administrative Support Services, and Other Activities. The formula was a simple division of total man hours for each category divided by the population density for the respective area, using ten years intervals. The results indicated that only the first three categories had any significance. This may be because they concern themselves

more with "public related" types of activities, and, thus actually subject to greater change. The other two types, "administrative" and "other" services, maintained a fairly stable overall ratio.

These ratios were then plotted on a District and Post graph. (Data on "Traffic Services" was not available prior to 1960.) These graphs give some indication of the emphasis placed on these major types of activities, and will be reflected upon again in Chapter VI.

The above information is depicted for the District and each Post. In addition, as a part of the District compiled report, there is an "Activity Summary" for the Second District Headquarters. This is shown simply to illustrate the variance of activity between a Post and a District Headquarters, and, to account for the balance of activity between the sum total for the various Posts and the District total. No other relationships will be established or discussed.

#### Profiling Auxiliary Staff Services

Auxiliary staff services not only support departmental line functions, but perhaps even to a greater extent they support other law enforcement agencies. The interagency mutual assistance type relationships which

exist are often complex, and require a system approach if the maze of inter-faces and impacts are to even be identified, much less measured. This type of analysis is of course beyond what is intended here, but is rather a recognition of the problem. To satisfy the objectives of this thesis, a more basic approach is all that is necessary. This requires only a narrative description of nine select auxiliary staff services, administered by the department, which impact on local communities through various channels. Each type of specialized service will be highlighted, with a brief explanation of what they are and how they relate.

Information regarding each of the nine special services selected has been gathered from various departmental records, reports, publications, and interviews with key personnel. The period of 1960 - 1970 receives the greatest attention, however earlier as well as later time frames are also related when information is available and significant. The focus is less directed toward the Second District than in the previous section, with an aim more on local populations in general. This is because of less statistical data available concerning these activities which can be directly related to particular districts or geographical areas.

The nine specific auxiliary staff services discussed are:

1. Highway Safety Planning Services
2. Safety and Traffic Division Services

3. Computer Information Systems
4. Records and Identification Information
5. Criminal Investigative Services
6. Criminal Intelligence Services
7. Fire Marshal Services
8. Training Services
9. Civil Defense Emergency Services

#### Problems and Limitations

Identification of the Crime and Traffic Problem.--The major problems encountered here were the lack of complete statistical data regarding Part II type offenses as they related to geographical area, such as county, district, or region. Part I offenses are available, and these are presented. There is much information regarding Part II offenses as they relate to age groupings, apprehensions, and general urban-rural classifications, but very little data, save some major cities, could be related to geographical area. Therefore this section suffers from light coverage of the problem, with little depth.

Information relating to the traffic problem suffers the same type of inadequacy, however slightly more is presented. The data does little more than underscore a general magnitude of the problem, and lay a basis for the remainder of the study. Inquiries into the problems of metropolitan communities should have a greater degree of problem identification and specification, however, much of these are research problems in and of themselves.

Line Service Profiles.--While gathering and compiling statistical data for the various activity summaries, it was noted that there were some inconsistencies between the data reported by the various units in their annual report, and data collected elsewhere in the department. For example, data collected by the Safety and Traffic Division in a few instances did not match that reported by the Post or District. The disparity was principally in the areas of accident investigations and traffic arrests.

Also there was one case where the yearly totals for a Post (Warren Post, 1969) were drastically out of balance from previous or subsequent years, with no plausible explanation.<sup>106</sup> It was concluded that the variance was probably due to human error in the reporting process, and suggests the possibility of error elsewhere, which is very probable.

It became obvious in another instance that classes of activity, namely "Administration and Supervision" and "Desk Assignment", were redefined between the reporting years of 1961 and 1962. The total statistical activity reported in these sub categories for those years were reversed during that time. Again, they had little direct effect on the data in this study because both of these sub categories were grouped together under the major classification "Administrative Support Services", however, again it identifies another potential problem which may

---

<sup>106</sup> This was in between the five year intervals actually reported on, so this instance didn't directly affect the study.

have infiltrated the reporting system--that of confusion over sub category definition.

Still another problem which can not be measured is that of deliberate distortion of statistical data reported on. In defense of this assertion, the writer can only state that he personally worked with many of the officers who contributed to these statistics, and was in fact for two years himself a contributor, and deliberate distortion was minimal.

In light of these findings, it should be assumed that there is some measure of error in the statistical summaries presented, however, it is not believed sufficient enough to distrust the totality of the report(s), especially considering the broad scope of the study.

Auxiliary Staff Services Profiles.--Probably the greatest limitation of this section is its simple design. This narrative approach admittedly reduces objectivity and increases subjectivity. However, at the same time, ease of reading is enhanced, and with a complex topic area, this is important.

It is impractical to identify and profile all auxiliary staff services which the State Police support and administer, and this incompleteness lends a certain void to the total input. However, those which the writer considered of greatest importance were included, and make up this section.



This section suffers somewhat from being sketchy and brief, which results from attempting to balance completeness with conciseness.

## CHAPTER V

### PRESENTATION OF FINDINGS

#### An Overview

This chapter is sectioned into three principal divisions, with each division further subdivided into several units and parts. These principal divisions are:

1. Identification of the Crime and Traffic Problem.
2. Profiling of Line Service Functions.
3. Profiling of Staff Auxiliary Service Functions.

The first section is a brief statistical representation of the crime and traffic problems in the Second District. Not intended as an exhaustive presentation on this multi dimensional problem, it is rather a general projection from which general comparisons may be made.

Line service functions in the Second District will profile the District as well as each Post, and will include two primary statistical overlay measures against which the respective District or Post activity summary may be compared. These overlays concern: (1) Area Population, and (2) Local Law Enforcement Development. Activity summaries, compiled from official departmental activity

reports are depicted at five year intervals, beginning in 1940. Five major categories make up the heart of this summary and provides the basis for an analysis in Chapter VI. These five categories are:

Patrol

Investigative Services (Non Traffic)

Traffic Services

Administrative Support Services

Other Activities

The third principal section, that relating to auxiliary staff services, summarizes the effects of these activities on local government through a brief narrative description of each service surveyed. Even with some statistical support, an analysis of these services may be somewhat subjective, however, it is believed a fair representation has been made.

#### Identification of the Crime and Traffic Problem

##### Crime Problem

The crime problem in the Second District is generally projected in Table 4 on page 114 by a collective tabulation of reported Part I offenses in the six principal counties of the District, for the years 1960 thru 1970. A secondary measure is shown in the number of these offenses which were cleared by arrest. Close examination will indicate that there is not necessarily a progressive

TABLE 4.--Part I Offenses Reported in the Six Principal Second District Counties of Macomb, Monroe, Oakland, St. Clair, Washtenaw, and Wayne for the Period of 1960-1970; Also the Number of Part I Offenses Cleared by Arrest.

| Year | Number of<br>Reported Offenses | Number Cleared<br>By Arrest |
|------|--------------------------------|-----------------------------|
| 1960 | 118,728                        | 29,230                      |
| 1961 | 122,409                        | 30,806                      |
| 1962 | 131,078                        | 34,022                      |
| 1963 | 137,767                        | 34,592                      |
| 1964 | 143,670                        | 34,895                      |
| 1965 | 144,744                        | 30,750                      |
| 1966 | 188,519                        | 36,911                      |
| 1967 | 216,092                        | 39,192                      |
| 1968 | 212,942                        | 39,477                      |
| 1969 | 255,921                        | 38,730                      |
| 1970 | 316,955                        | 46,758                      |

Source: Michigan Law Enforcement Officials Report on Crime, Publications of 1960-1970, compiled by the Michigan State Police.

increase over the years as might be expected. Despite the increase in law enforcement personnel, and the higher population counts, Part I offenses, which are the major felony type crimes, indicate no apparent pattern or rate of increase. Likewise, those cleared by arrest do not seem to be keeping pace with the number of offenses, and the statistics seem to bounce around from year to year.

The writer can only speculate on the causes of this. One reason may be a lack of reporting of some offenses by some departments, although considering the nature of the crimes, there shouldn't be much of this. Another reason could be a drop in reported crimes of a particular type, such as auto theft, where the reporting agency classified the crime differently. What the effect of recent Supreme Court decisions, and local court and prosecutor decisions may have on this is uncertain.

#### Traffic Problem

The traffic problem in the Second District will be generally projected through four different means.

A general indication of motor vehicle volume is reflected in Table 5 on page 116 showing the total number of vehicles registrations issued, in five year intervals, for the six principal counties of the Second District from 1940 through 1970. These are total registrations for all types of vehicles including passenger cars, commercial

TABLE 5.--Vehicle Registrations Issued by Second District Counties, 1940-1970.

| Year | Macomb  | Monroe | Oakland | St Clair | Washtenaw | Wayne     | Total     | Total For Michigan |
|------|---------|--------|---------|----------|-----------|-----------|-----------|--------------------|
| 1940 | 38,103  | 20,510 | 92,298  | 25,539   | 30,199    | 614,015   | 820,664   | 1,724,652          |
| 1945 | 46,377  | 22,235 | 99,390  | 25,465   | 33,344    | 555,933   | 782,744   | 1,658,538          |
| 1950 | 77,893  | 35,093 | 176,900 | 40,587   | 52,673    | 933,526   | 1,316,672 | 2,672,819          |
| 1955 | 130,869 | 45,806 | 273,888 | 49,168   | 67,802    | 1,175,446 | 1,742,972 | 3,447,983          |
| 1960 | 183,566 | 50,591 | 327,572 | 51,302   | 78,193    | 1,120,037 | 1,811,261 | 3,689,769          |
| 1965 | 263,486 | 61,737 | 426,111 | 61,574   | 98,122    | 1,325,533 | 2,236,563 | 4,476,475          |
| 1970 | 350,606 | 72,073 | 551,675 | 72,457   | 125,719   | 1,428,765 | 2,601,295 | 5,262,833          |

Source: Michigan Department of State Highways, Registration of Motor Vehicles, Titles, Operators, Chauffeurs, Etc., Years: 1940, 1945, 1950, 1955, 1960, 1965, 1970.

vehicles, trailers, motorcycles, etc. Also, the total number of vehicle registrations issued in the state is listed for comparison purposes.

The motor vehicle accident picture is portrayed in Tables 6 and 7 on pages 118 and 119. Reported traffic accidents by Second District Posts for the years 1969 and 1970 are shown in these two tables. Information was obtained from a comprehensive computer printout of traffic accident data compiled by the Safety and Traffic Division of the Department of State Police. These were the first two such reports, and the data gathering process was undergoing a period of transition. In examining the information, it was learned that some of the larger incorporated jurisdictions, the city of Detroit in particular, reported only fatal accidents, and therefore data concerning non-fatals is unavailable. This breakdown in reporting in Detroit, along with other possible jurisdictions, makes for incompleteness of information and places the significance of the total number indicated in question. Therefore, the column "Total Reported Accidents in Post Area (Urban and Rural)" is a gross underestimate for the total Second District as well as the Detroit Post (Station #21). The remainder of the information depicting rural accidents, (those occurring in townships and unincorporated villages of 2,500 population or less) investigated by the State Police and "Other Agencies" is believed reasonably accurate.

TABLE 6.--Reported Traffic Accidents by Second District Posts - 1969.

| Post           | Total Reported<br>Accidents in<br>Post Area<br>(Urban & Rural) | Total Reported<br>"Rural" Accidents | Number of Rural<br>Accidents Investi-<br>gated by M.S.P. | Number of Rural<br>Accidents Investi-<br>gated by Other<br>Police Depts. | Percent Rural<br>Accidents Which<br>M.S.P. Investi-<br>gated |
|----------------|----------------------------------------------------------------|-------------------------------------|----------------------------------------------------------|--------------------------------------------------------------------------|--------------------------------------------------------------|
| Detroit (21)   | 20,096                                                         | 4,338                               | 211                                                      | 4,127                                                                    | 4                                                            |
| Romeo (22)     | 1,130                                                          | 975                                 | 570                                                      | 405                                                                      | 58                                                           |
| St. Clair (23) | 3,160                                                          | 1,912                               | 633                                                      | 1,279                                                                    | 33                                                           |
| Warren (24)    | 13,883                                                         | 4,213                               | 229                                                      | 3,984                                                                    | 5                                                            |
| Flat Rock (25) | 9,173                                                          | 2,297                               | 947                                                      | 1,350                                                                    | 41                                                           |
| Ypsilanti (26) | 10,508                                                         | 5,414                               | 1,692                                                    | 3,722                                                                    | 31                                                           |
| Pontiac (27)   | 13,431                                                         | 7,138                               | 704                                                      | 6,434                                                                    | 9                                                            |
| Erie (28)      | 2,786                                                          | 2,004                               | 998                                                      | 1,006                                                                    | 49                                                           |
| TOTALS         | 74,167                                                         | 28,291                              | 5,984                                                    | 22,307                                                                   | 21                                                           |



TABLE 7.--Reported Traffic Accidents by Second District Posts - 1970.

| Post           | Total Reported<br>Accidents in<br>Post Area<br>(Urban & Rural) | Total Reported<br>"Rural" Accidents | Number of Rural<br>Accidents Investi-<br>gated by M.S.P. | Number of Rural<br>Accidents Investi-<br>gated by Other<br>Police Depts. | Percent Rural<br>Accidents Which<br>M.S.P. Investi-<br>gated |
|----------------|----------------------------------------------------------------|-------------------------------------|----------------------------------------------------------|--------------------------------------------------------------------------|--------------------------------------------------------------|
| Detroit (21)   | 20,566                                                         | 4,443                               | 171                                                      | 4,272                                                                    | 3                                                            |
| Romeo (22)     | 1,123                                                          | 973                                 | 566                                                      | 407                                                                      | 58                                                           |
| St. Clair (23) | 3,834                                                          | 1,820                               | 621                                                      | 1,199                                                                    | 34                                                           |
| Warren (24)    | 15,336                                                         | 4,281                               | 226                                                      | 4,055                                                                    | 5                                                            |
| Flat Rock (25) | 8,997                                                          | 2,120                               | 937                                                      | 1,183                                                                    | 44                                                           |
| Ypsilanti (26) | 10,908                                                         | 5,357                               | 1,586                                                    | 3,771                                                                    | 29                                                           |
| Pontiac (27)   | 13,176                                                         | 7,023                               | 737                                                      | 6,286                                                                    | 10                                                           |
| Erie (28)      | 2,508                                                          | 1,809                               | 1,029                                                    | 780                                                                      | 56                                                           |
| TOTALS         | 76,448                                                         | 27,826                              | 5,873                                                    | 21,953                                                                   | 21                                                           |

Tables 8 and 9 on pages 121 and 122 are concerned with State Police traffic offense arrests within the Second District by Posts and by type of highway, for the years 1969 and 1970. This information provides some insight into the attention the various types of highways are receiving in the District and Post areas. With only two statistical years represented, it is difficult to draw any meaningful conclusions concerning developing trends or patterns, and this information should be considered useful only as it relates to the larger traffic problem as a whole.

#### Interstate Freeway System

In 1948, there were only two expressways open to traffic in Michigan, and both were in the Detroit area. One was a 15 mile section of the Detroit Industrial Expressway, built by the Michigan State Highway Department, while the other was the mile-long Davison Expressway, built by the Wayne County Road Commission.<sup>107</sup>

Since that time, Michigan's Interstate highway system has expanded at an accelerated rate, until in 1971, the system comprised a total of 1,426 miles. Of this total, 432 miles are classified as part of the Detroit

---

<sup>107</sup> Michigan Department of State Highways, Highway Needs in Michigan, An Engineering Analysis. A publication of the Michigan Good Roads Federation in cooperation with the Michigan Department of State Highways, 1948, p. 108.

TABLE 8.--Traffic Offense Arrests by Second District Posts by Type of Highway  
1969.

| Post                                 | Interstate<br>Freeway | U.S. Highway  | Michigan<br>Highway | County<br>Roads | City<br>Streets | Total          |
|--------------------------------------|-----------------------|---------------|---------------------|-----------------|-----------------|----------------|
| Detroit (21)<br>Number<br>Percent    | 3,527<br>40%          | 1,155<br>13%  | 384<br>4%           | 2,140<br>25%    | 1,506<br>17%    | 8,712          |
| Romeo (22)<br>Number<br>Percent      | 30<br>1%              | 39<br>1%      | 1,237<br>27%        | 2,876<br>63%    | 375<br>8%       | 4,557          |
| St. Clair (23)<br>Number<br>Percent  | 1,194<br>20%          | 256<br>4%     | 1,873<br>32%        | 2,163<br>37%    | 400<br>7%       | 5,886          |
| Warren (24)<br>Number<br>Percent     | 1,233<br>12%          | 1,612<br>16%  | 2,185<br>21%        | 4,053<br>40%    | 1,109<br>11%    | 10,192         |
| Flat Rock (25)<br>Number<br>Percent  | 1,063<br>14%          | 2,345<br>31%  | 214<br>3%           | 3,198<br>43%    | 655<br>9%       | 7,475          |
| Ypsilanti (26)<br>Number<br>Percent  | 1,270<br>12%          | 3,196<br>29%  | 527<br>5%           | 4,992<br>47%    | 703<br>7%       | 10,688         |
| Pontiac (27)<br>Number<br>Percent    | 2,251<br>16%          | 3,108<br>22%  | 1,616<br>12%        | 6,668<br>47%    | 402<br>3%       | 14,045         |
| Erie (28)<br>Number<br>Percent       | 1,458<br>18%          | 3,133<br>38%  | 708<br>9%           | 2,829<br>34%    | 110<br>1%       | 8,238          |
| District Totals<br>Number<br>Percent | 12,026<br>17%         | 14,844<br>21% | 8,744<br>13%        | 28,919<br>41%   | 5,260<br>8%     | 69,793<br>100% |

TABLE 9.--Traffic Offense Arrests by Second District Posts by Type of Highway  
1970.

| Post                                 | Interstate<br>Freeway | U.S. Highway  | Michigan<br>Highway | County<br>Roads | City<br>Streets | Total  |
|--------------------------------------|-----------------------|---------------|---------------------|-----------------|-----------------|--------|
| Detroit (21)<br>Number<br>Percent    | 3,130<br>36%          | 921<br>11%    | 485<br>6%           | 2,680<br>31%    | 1,506<br>17%    | 8,722  |
| Romeo (22)<br>Number<br>Percent      | 48<br>1%              | 9<br>0%       | 907<br>22%          | 2,803<br>69%    | 275<br>7%       | 4,042  |
| St. Clair (23)<br>Number<br>Percent  | 1,708<br>25%          | 310<br>5%     | 1,709<br>25%        | 2,521<br>38%    | 460<br>7%       | 6,708  |
| Warren (24)<br>Number<br>Percent     | 1,870<br>17%          | 1,041<br>10%  | 2,151<br>20%        | 4,691<br>43%    | 1,124<br>10%    | 10,877 |
| Flat Rock (25)<br>Number<br>Percent  | 1,362<br>16%          | 1,991<br>23%  | 365<br>4%           | 4,312<br>50%    | 585<br>7%       | 8,615  |
| Ypsilanti (26)<br>Number<br>Percent  | 1,685<br>15%          | 3,156<br>28%  | 474<br>4%           | 5,281<br>47%    | 749<br>7%       | 11,345 |
| Pontiac (27)<br>Number<br>Percent    | 2,000<br>15%          | 2,262<br>18%  | 1,596<br>13%        | 6,437<br>51%    | 434<br>3%       | 12,729 |
| Erie (28)<br>Number<br>Percent       | 1,434<br>18%          | 3,258<br>40%  | 771<br>9%           | 2,622<br>32%    | 107<br>1%       | 8,192  |
| District Totals<br>Number<br>Percent | 13,237<br>19%         | 12,948<br>18% | 8,458<br>12%        | 31,347<br>44%   | 5,240<br>7%     | 71,230 |

Area Freeway system.<sup>108</sup> See page 124 for a map of the principal traffic arteries comprising the Detroit system.

Below is a 1971 tabulation of total Interstate and Freeway mileage, by county, for the six principal southeastern metropolitan counties. In addition, there are 217 miles of freeway either under construction, scheduled, or planned.<sup>109</sup>

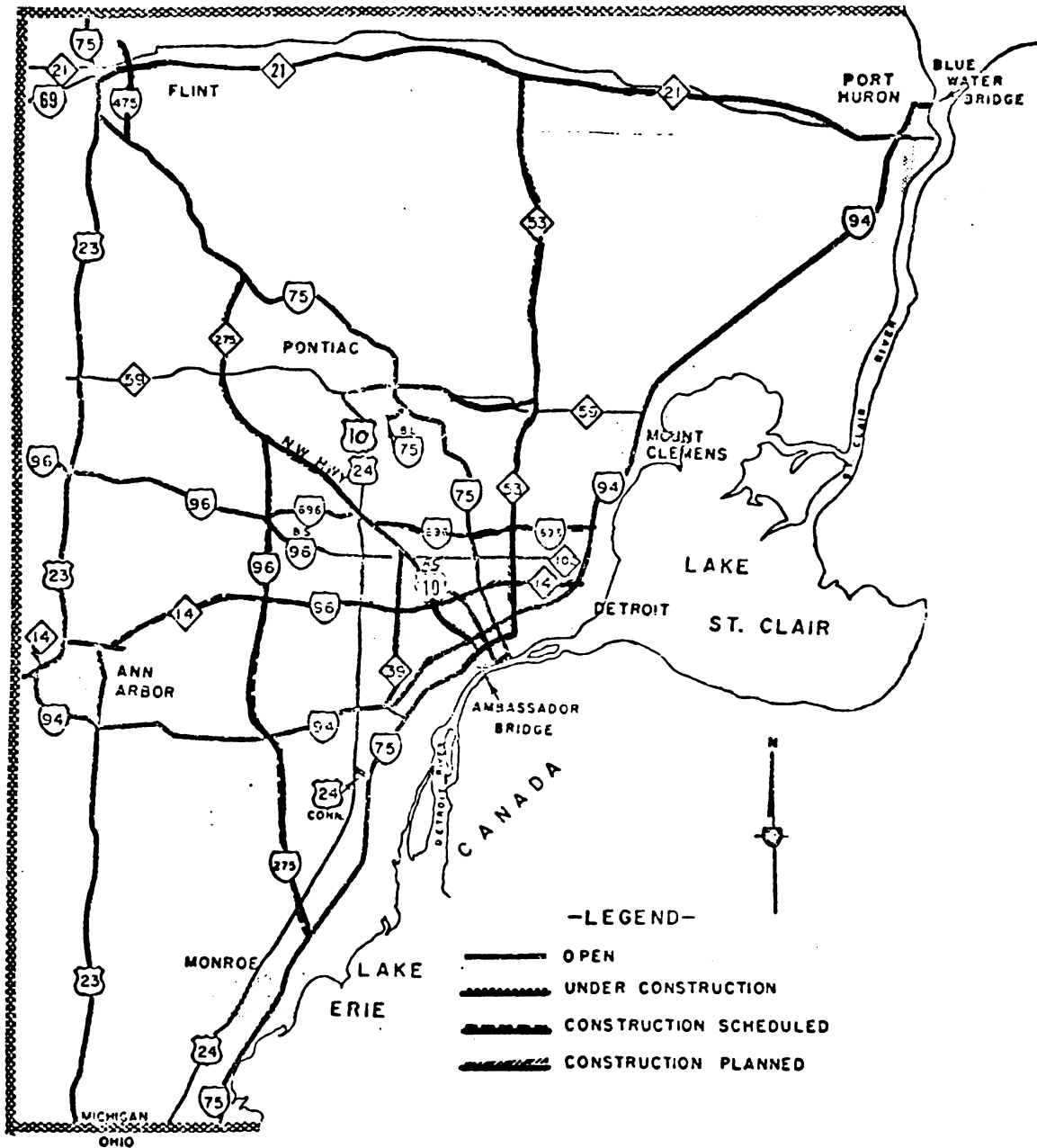
| County    | Mileage             |
|-----------|---------------------|
| Macomb    | 33.792              |
| Monroe    | 52.309              |
| Oakland   | 87.318              |
| St. Clair | 32.016              |
| Washtenaw | 69.588              |
| Wayne     | <u>100.600</u>      |
|           | 375.623 Total Miles |

A principal measure of highway usage and traffic volume is the statistical data reported as the "Average Daily Traffic Flow" (ADTF). These statistics, gathered by vehicle counts past given locations at various times

---

<sup>108</sup>Michigan Department of State Highways, Compiled special reports dated May 1, 1971 and August 23, 1971.

<sup>109</sup>Michigan Department of State Highways, Total Interstate and Freeway Mileages by County, May 1, 1971.



Map 2.--Detroit Area Freeway System.

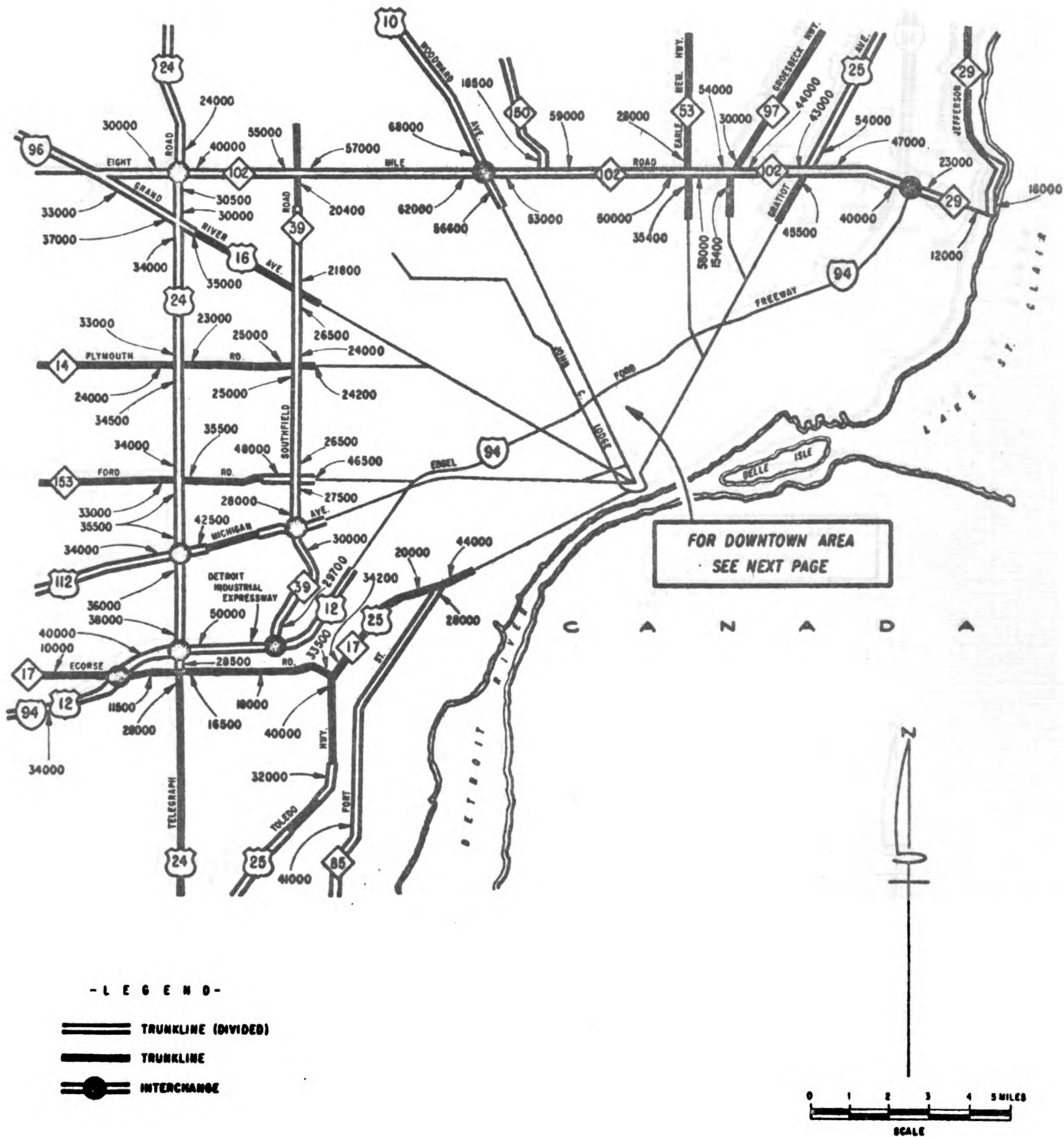
of the year, are calculated on an average 24 hour day, and then related to an average number per day per year, and rounded off to the nearest one thousand.

On pages 126 and 127, maps of the Detroit Area Freeway System, less the detailed downtown Detroit area, indicate the ADTF for the years 1960 and 1969 respectfully. With this information, readers can compare for themselves traffic volume increases at various locations over the near decade.

In sum, the Detroit Area Freeway System is continuing to grow in total mileage, ADTF, and thus importance to the urban community. Inasmuch as traffic has been traditionally a law enforcement concern, the many problems associated with such a system, such as general traffic safety, traffic regulation and enforcement, accident investigation, motorist assistance, etc., must be considered in studying metropolitan police services.

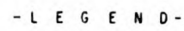
#### Profiling Line Service Functions

The following pages statistically profile State Police activities in the Second District as they relate to population and agencies of local law enforcement. The purpose of this representation is to depict in general terms, patterns of State Police line activities and functions in an expanding urban environment. The period represented extends from 1940 through 1970.



Map 3.--Detroit Area, 1960 Average Daily Traffic.





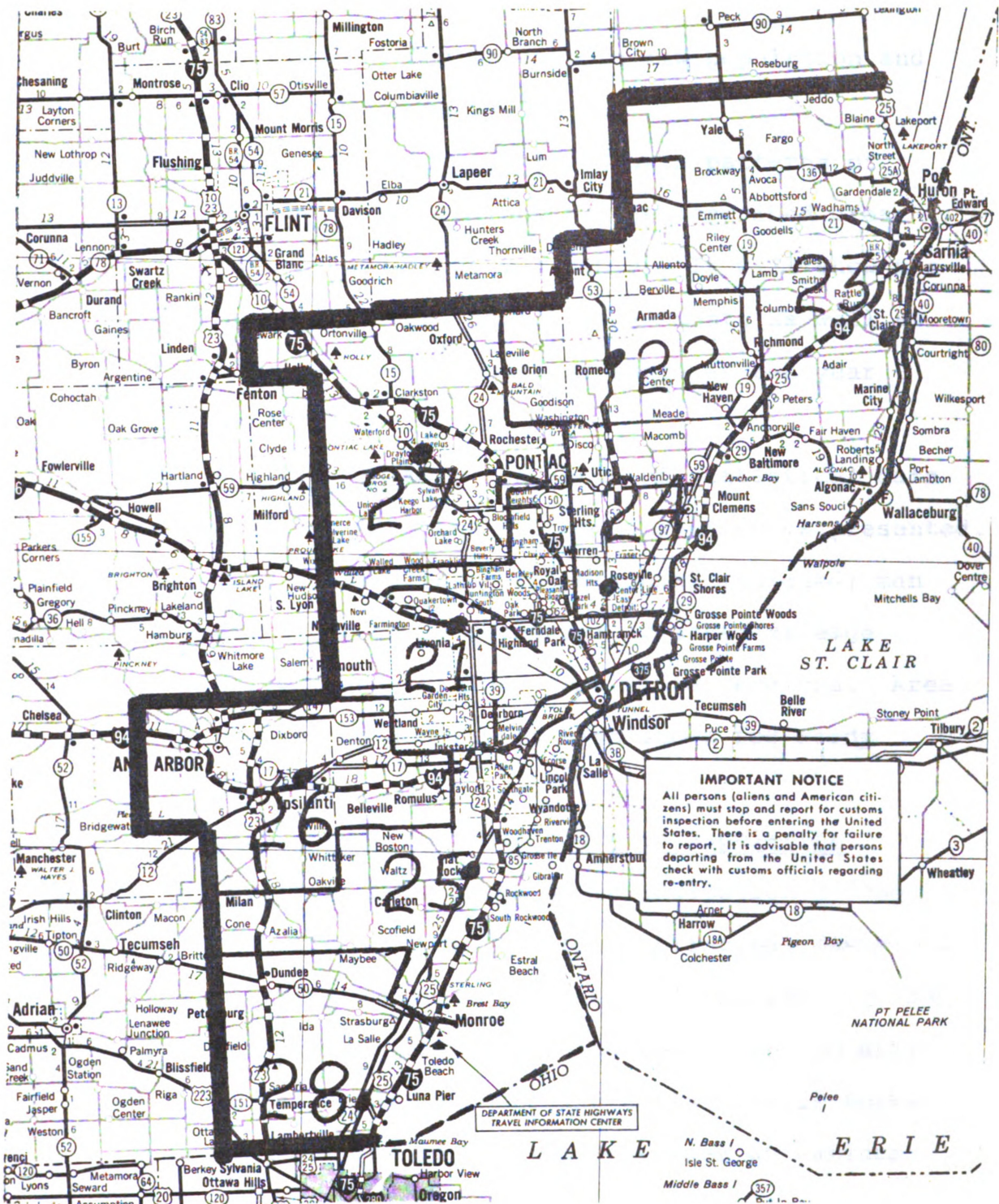
Map 4.--Detroit Area, 1969 Average Daily Traffic.

The profile will begin with an overview of State Police line activities in a Second District compiled report. This will describe the general setting of the District and the environment in which it functions. A map of the District on page 129 marks the areas described and provides a geographical orientation.

A statistical summary of activities of District Headquarters personnel will immediately follow the compiled District report. The District Headquarters staff represent a mixture of line and auxiliary staff members, but their activity is part of the compiled District activity, therefore it is necessary to include them separately. Following the Second District Headquarters Activity Summary, each of the eight Posts will be statistically profiled in similar fashion.

The general format of the District and Post statistical profiling will be as follows:

1. Narrative Introductory Statement: A brief narrative statement describing the location, and general community setting.
2. Population Summary: A table will statistically portray population and population density figures of the area at ten year intervals. These will be broken down into incorporated, unincorporated, as well as combined area



Second District Post Locations and Area Boundaries.

Map 5

statistics, depicting both raw population and population density.<sup>110</sup>

3. Local Law Enforcement: Growth patterns of local law enforcement in the described area will be depicted by a table. It will show the number of local police departments as well as total sworn personnel strength at ten year intervals.
4. Activity Summary: A table of statistical data relating to State Police activities is presented. This table relates to personnel assigned; man hours worked by category; arrests; mileage driven; and original complaints received. Area population density is also shown for ready reference.
5. Graph - Ratio of Man Hours to Population Density: This graph gives indication of the emphasis accorded the three principal functional activity categories (Patrol, Investigative, and Traffic) as they relate to population density. It is useful in comparing activities of Posts with similar population densities at various periods of time.

---

<sup>110</sup> In the case of the Compiled District report, as well as the Detroit Post report, data relating to the city of Detroit will also be shown separately so as to lessen a skewed representation.

The Second District:  
A Compiled Report

Much has already been said regarding the Michigan State Police profile of activities in the Second District. In sum, it is totally urban at the core, with the metropolitan scene pushing outward in all directions but more so to the north. The outer fringe areas are still relatively rural, but with the construction of new highway systems, these areas too are becoming increasingly populated.

Population.--With a land area of approximately 3,410 square miles, and a 1970 population of over 4.7 million people, the State Police in this District are in a position to impact on more people than the other seven districts combined. Of this total population, less than one million people reside in classified unincorporated areas, and even most of these are principally urban.

Table 11 on page 133 depicts the population change within the District over the past thirty years. Statistical data shown represents raw population counts and density computations for both incorporated and unincorporated areas, as well as a combined total. Because of the large concentration of people in the city of Detroit, the data for this jurisdiction is also separately shown. An additional statistical dimension and truer representation is made as other totals are reflected with and without the Detroit figures.



The increase in the number of incorporated cities in the District since 1940 has also exceeded 100 per cent, and provides another means of measuring urban growth. The increase is shown in Table 10 below.<sup>111</sup>

TABLE 10.--Number of Incorporated Second District Cities  
1940 - 1970.

| Year | Cities |
|------|--------|
| 1940 | 38     |
| 1950 | 45     |
| 1960 | 71     |
| 1970 | 85     |

Local Law Enforcement.--Local law enforcement has increased several times over since 1940. Table 12 on page 134 depicts the number of local jurisdictions with their own police departments and the corresponding total number of full time sworn police officers within these departments.<sup>112</sup> Figures portray the city of Detroit personnel separately, and are exclusive of sheriff department strengths, where data was either unavailable or unreliable.<sup>113</sup>

<sup>111</sup>Data compiled from U. S. Bureau of Census Reports for the years indicated.

<sup>112</sup>Figures are exclusive of State Police and sheriff's department data. Also they represent only an approximate total because the actual count of police officers change daily.

<sup>113</sup>The only reliable statistic for sheriff's departments in the Second District is for the year 1971, when, according to State Police Record Section reports, 818 sworn sheriff's officers served the combined six counties as of October that year.

TABLE 11.--Second District Population Summary.

|                                            | 1940      | 1950      | 1960      | 1970      |
|--------------------------------------------|-----------|-----------|-----------|-----------|
| LAND MASS AREA (SQUARE MILES)              |           |           |           |           |
| Total - Second District (Approximate)      | 3,060     | 3,060     | 3,410     | 3,410     |
| Total - Detroit City: <u>140 Sq. Miles</u> |           |           |           |           |
| INCORPORATED POPULATION                    |           |           |           |           |
| Total - Second District                    | 2,125,293 | 2,585,371 | 3,173,313 | 3,732,820 |
| Density - Second District                  | 695       | 845       | 931       | 1,095     |
| Total - Detroit City                       | 1,623,452 | 1,849,568 | 1,670,144 | 1,511,482 |
| Density - Detroit City                     | 11,596    | 13,211    | 11,930    | 10,796    |
| Total w/o Detroit - Second District        | 501,841   | 735,803   | 1,503,169 | 2,221,338 |
| Density w/o Detroit - Second District      | 172       | 252       | 460       | 679       |
| UNINCORPORATED POPULATION                  |           |           |           |           |
| Total - Second District                    | 496,715   | 767,321   | 935,774   | 999,282   |
| Density - Second District                  | 162       | 251       | 274       | 293       |
| TOTAL SECOND DISTRICT                      |           |           |           |           |
| Population                                 | 2,622,008 | 3,352,692 | 4,109,087 | 4,732,102 |
| Population Density                         | 857       | 1,096     | 1,205     | 1,388     |
| Population w/o Detroit                     | 998,556   | 1,503,124 | 2,438,943 | 3,220,620 |
| Population Density w/o Detroit             | 342       | 515       | 747       | 985       |

TABLE 12.--Local Second District Law Enforcement Summary.

|                                                        | 1940 | 1950 | 1960 | 1970 | Per Cent<br>Increase |
|--------------------------------------------------------|------|------|------|------|----------------------|
| Number of Police Departments<br>(Including Detroit)    | 35   | 45   | 58   | 107  | 206                  |
| Number of Sworn Police Officers<br>(Excluding Detroit) | 822  | 1141 | 2111 | 3531 | 330                  |
| Number of Sworn Detroit City<br>Police Officers        | 3674 | 4374 | 4273 | 5159 | 40                   |
| Total Number of Local Police<br>Officers               | 4496 | 5515 | 6384 | 8690 | 93                   |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus information gathered from various local sources.



District Activity Summary.--Table 13 on pages 136 and 137 is the compiled Second District Activity Summary report. This summary is a statistical representation of District activities shown in five year intervals from 1940 through 1970. It is immediately followed by Graph 1 on page 138 which compares the ratio of man hours given to the three major line functional categories to the combined District population density at ten year intervals. This serves to compare the emphasis placed on various types of activities as they relate to population density.

The Second District Headquarters:

The Second District Headquarters, located in Redford Township of Wayne County, provides the administrative and technical support for State Police operations in that District. In addition to District command and supervisory personnel, the headquarters technical and specialized support services include:

Investigative assistance on major cases. Especially those requiring interjurisdictional coordination.

Intelligence gathering activities relating to organized crime, narcotics, subversives, gambling, smuggling, etc.

Fire Marshal inspections, investigations, and advisory services.

Polygraph examinations.

Community Relations and Juvenile Activities

Scientific Crime Laboratory Support

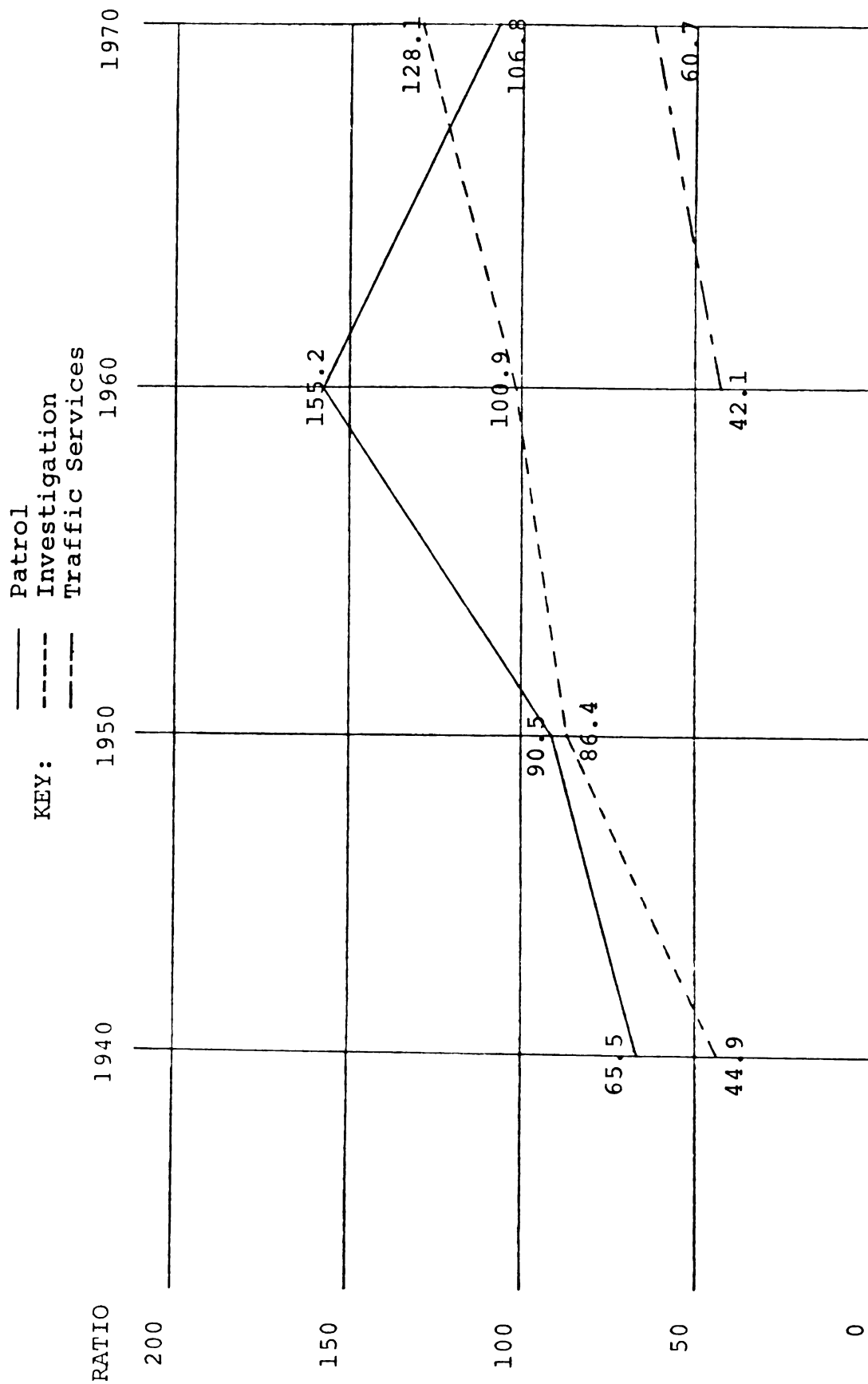
TABLE 13.--Activity Summary. District/Post: Second District.

|                             | 1940    | 1945    | 1950    | 1955    | 1960    | 1965    | 1970    |
|-----------------------------|---------|---------|---------|---------|---------|---------|---------|
| POPULATION DENSITY          | 857     |         | 1,096   |         | 1,205   |         | 1,388   |
| PERSONNEL (Daily Average)   |         |         |         |         |         |         |         |
| Assigned                    | 67      | 79      | 128     | 150     | 221     | 230     | 298     |
| Avg. on duty per day        | N/R     | N/R     | 125     | 114     | 170     | 145     | 190     |
| HOURS                       |         |         |         |         |         |         |         |
| Patrol                      |         |         |         |         |         |         |         |
| Man Hours                   | 56,120  | 78,421  | 99,136  | 134,632 | 186,960 | 139,460 | 148,292 |
| Car Hours                   | 35,335  | 42,062  | 57,313  | 90,018  | 125,056 | 91,932  | 96,436  |
| Investigative (Non Traffic) | 38,443  | 43,101  | 94,659  | 68,521  | 121,629 | 122,406 | 177,805 |
| Traffic Services            |         |         |         |         |         |         |         |
| Comp. 3.1 - 3.4; & 3.8      | N/R     | N/R     | N/R     | 11,765  | 24,286  | 12,063  | 31,879  |
| Comp. 3.5 - 3.7             | N/R     | N/R     | N/R     | 13,502  | 15,372  | 20,634  | 20,559  |
| Other Traffic Work          | N/R     | N/R     | N/R     | 6,259   | 11,084  | 8,474   | 31,855  |
| Total                       | N/R     | N/R     | N/R     | 31,526  | 50,742  | 41,171  | 84,293  |
| Adm. Support Services       | 46,532  | 78,013  | 84,735  | 110,146 | 153,155 | 148,651 | 144,175 |
| Other Activities            | 40,911  | 35,765  | 59,901  | 24,834  | 54,309  | 39,958  | 34,675  |
| TOTAL MAN HOURS             | 182,006 | 235,300 | 338,431 | 369,659 | 566,795 | 491,646 | 589,240 |

TABLE 13.--Continued.

|                     | 1940    | 1945    | 1950      | 1955      | 1960      | 1965      | 1970      |
|---------------------|---------|---------|-----------|-----------|-----------|-----------|-----------|
| ARRESTS             |         |         |           |           |           |           |           |
| Traffic Patrol      | 7,786   | 4,795   | 15,903    | 40,222    | 57,947    | 43,264    | 72,258    |
| Complaint           | 3,310   | 1,934   | 4,287     | 1,017     | 1,259     | 1,877     | 5,725     |
| Total Arrests       | 11,096  | 6,729   | 20,190    | 2,428     | 3,326     | 3,855     | 4,576     |
|                     |         |         |           | 43,667    | 62,532    | 48,996    | 82,559    |
| MILEAGE             |         |         |           |           |           |           |           |
| Traffic Patrol      | 600,531 | 523,993 | 874,224   | 1,341,968 | 2,420,776 | 2,131,162 | 2,301,750 |
| Traffic Complaint   | 283,754 | 279,264 | 686,087   | 174,390   | 299,411   | 248,479   | 394,448   |
| Other Complaint     |         |         |           | 514,884   | 917,461   | 929,121   | 1,270,028 |
| Other               | 45,286  | 86,947  | 181,321   | 215,375   | 340,354   | 249,840   | 296,288   |
| Total Mileage       | 929,571 | 890,204 | 1,741,632 | 2,246,617 | 3,978,002 | 3,558,602 | 4,262,514 |
| COMPLAINTS RECEIVED | 7,196   | 9,152   | 17,119    | 20,710    | 30,240    | 34,700    | 41,845    |

N/R indicates No Report.



Graph 1.--Ratio of Man Hours to Population Density Second District Jurisdiction.



The functions are varied, but are all designed to support the total State Police mission in the Second District.

District Headquarters Activity Summary.--Table 14 on page 140 is a statistical summary of District Headquarters activities, shown at five year intervals, from 1940 - 1970. Their activities were included in the combined District Activity Summary. Because of the nature of their functions, the statistical data depicted is unlike those of the individual Post, which immediately follow.

Detroit Post (21)

The Detroit Post, also known to many as the Redford Post because it is physically located in Redford Township in the same facilities occupied by the District Headquarters, was established and made operational in 1931.

The city of Detroit is among the thirty-one incorporated jurisdictions within its geographical boundaries, as of 1970. There are approximately 500 square miles which the Post area encompasses, with an incorporated population in excess of 2½ million people. The unincorporated population of nearly 200 thousand population is somewhat deceiving, since most of these reside in totally urban communities. The seventy-two thousand residents of Redford Township is an example. (Tables 15-17 and Graph 2).

TABLE 14.--Activity Summary. District/Post: Second District Headquarters.

|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 857    |        | 1,096  |        | 1,205  |        | 1,388  |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    | 6      | 8      | 17     | 16     | 23     | 22     | 32     |
| Avg. on duty per day        | N/R    | N/R    | N/R    | 13     | 18     | 16     | 20     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   | 44     | 0      | 0      | 0      | 30     | 0      | 0      |
| Car Hours                   | 44     | 0      | 0      | 0      | 30     | 0      | 0      |
| Investigative (Non Traffic) | 10,358 | 13,571 | 21,299 | 19,152 | 24,253 | 24,883 | 31,639 |
| Traffic Services            |        |        |        |        |        |        |        |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    | N/R    | 2,411  | 3,161  | 1,653  | 2,531  |
| Comp. 3.5 - 3.7             | N/R    | N/R    | N/R    | 137    | 85     | 282    | 210    |
| Other Traffic Work          | N/R    | N/R    | N/R    | 2,450  | 5,163  | 3,499  | 4,703  |
| Total                       | N/R    | N/R    | N/R    | 4,998  | 8,409  | 5,434  | 7,444  |
| Adm. Support Services       | 7,719  | 3,623  | 510    | 13,190 | 15,824 | 11,167 | 11,391 |
| Other Activities            | 10,064 | 22,672 | 25,957 | 4,908  | 13,157 | 15,232 | 7,651  |
| TOTAL MAN HOURS             | 28,185 | 39,866 | 47,766 | 42,248 | 61,643 | 56,716 | 58,125 |

TABLE 14.--Continued.

|                     | 1940   | 1945    | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|--------|---------|---------|---------|---------|---------|---------|
| <b>ARRESTS</b>      |        |         |         |         |         |         |         |
| Traffic Patrol      | 21     | 8       | 22      | 7       | 2       | 0       | 0       |
| Complaint           |        |         |         | 0       | 0       | 0       | 0       |
| Total Arrests       | 21     | 8       | 22      | 289     | 328     | 123     | 115     |
|                     |        |         |         | 296     | 300     | 123     | 115     |
| <b>MILEAGE</b>      |        |         |         |         |         |         |         |
| Traffic Patrol      | 696    | 0       | 0       | 0       | 490     | 0       | 0       |
| Traffic Complaint   | 80,698 | 100,379 | 182,550 | 12,990  | 22,386  | 31,174  | 66,040  |
| Other Complaint     |        |         |         | 131,525 | 178,440 | 208,041 | 239,986 |
| Other               | 1,503  | 38,675  | 127,071 | 108,612 | 157,292 | 135,405 | 86,135  |
| Total Mileage       | 82,897 | 139,054 | 309,621 | 253,127 | 358,608 | 374,620 | 392,161 |
| COMPLAINTS RECIEVED | 1,282  | 870     | 1,078   | 1,423   | 1,693   | 1,512   | 1,699   |

N/R indicates No Report.



TABLE 15.--Population Summary. Post: Detroit (21).

|                                      | 1940      | 1950      | 1960      | 1970      |
|--------------------------------------|-----------|-----------|-----------|-----------|
| <b>LAND MASS AREA (SQUARE MILES)</b> |           |           |           |           |
| Total - Post Area: 500 sq. Miles     |           |           |           |           |
| Total - Detroit City: 140 Sq. Miles  |           |           |           |           |
| <b>INCORPORATED POPULATION</b>       |           |           |           |           |
| Total - Post Area                    | 1,855,063 | 2,213,596 | 2,307,213 | 2,507,179 |
| Density - Post Area                  | 3,710     | 4,427     | 4,614     | 5,014     |
| Total - Detroit City                 | 1,623,452 | 1,849,568 | 1,670,144 | 1,511,482 |
| Density - Detroit City               | 11,596    | 13,211    | 11,930    | 10,796    |
| Total w/o Detroit - Post Area        | 231,611   | 364,028   | 637,069   | 995,697   |
| Density w/o Detroit - Post Area      | 643       | 1,011     | 1,770     | 2,766     |
| <b>UNINCORPORATED POPULATION</b>     |           |           |           |           |
| Total - Post Area                    | 126,047   | 163,058   | 287,320   | 198,418   |
| Density - Post Area                  | 252       | 326       | 575       | 397       |
| <b>TOTAL POST AREA</b>               |           |           |           |           |
| Population                           | 1,981,110 | 2,376,654 | 2,594,533 | 2,705,597 |
| Population Density                   | 3,962     | 4,753     | 5,189     | 5,411     |
| Population w/o Detroit               | 357,658   | 527,086   | 924,389   | 1,194,115 |
| Population Density w/o Detroit       | 994       | 1,464     | 2,568     | 3,317     |

TABLE 16.--Local Law Enforcement Summary. Post: Detroit (21).

|                                                               | 1940 | 1950 | 1960 | 1970 | Percent Increase |
|---------------------------------------------------------------|------|------|------|------|------------------|
| Number of Police Departments in Post Area (Including Detroit) | 13   | 18   | 25   | 34   | 162              |
| Number of Sworn Police Officers (Excluding Detroit)           | 410  | 561  | 976  | 1464 | 257              |
| Number of Sworn Detroit City Police Officers                  | 3674 | 4374 | 4273 | 5159 | 40               |
| Total Number of Local Police Officers                         | 4084 | 4935 | 5249 | 6623 | 62               |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

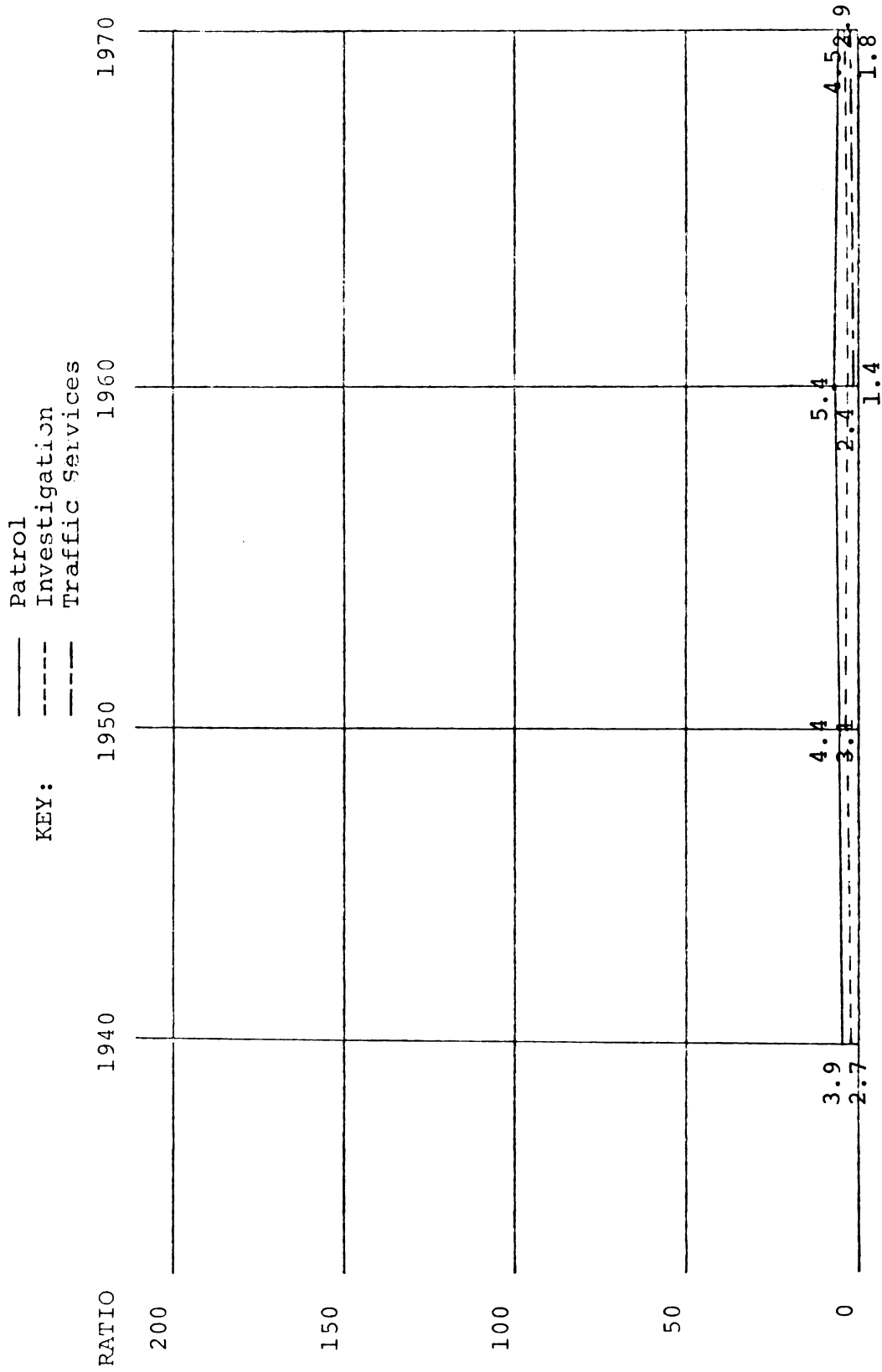
TABLE 17.--Activity Summary. District/Post: Detroit (21).

|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 3,962  |        | 4,753  |        | 5,189  |        | 5,411  |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    | 21     | 19     | 30     | 31     | 31     | 26     | 38     |
| Avg. on duty per day        | N/R    | N/R    | N/R    | 22     | 23     | 16     | 24     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   | 15,322 | 10,156 | 21,101 | 32,348 | 28,054 | 19,292 | 24,242 |
| Car Hours                   | 9,593  | 7,245  | 10,660 | 17,985 | 20,195 | 12,960 | 15,547 |
| Investigative (Non Traffic) | 10,746 | 5,126  | 14,822 | 6,541  | 12,314 | 8,368  | 15,736 |
| Traffic Services            |        |        |        |        |        |        |        |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    | N/R    | 1,605  | 3,073  | 1,417  | 4,580  |
| Comp. 3.5 - 3.7             | N/R    | N/R    | N/R    | 3,358  | 2,371  | 1,274  | 1,578  |
| Other Traffic Work          | N/R    | N/R    | N/R    | 567    | 1,561  | 887    | 3,547  |
| Total                       | N/R    | N/R    | N/R    | 5,530  | 7,005  | 3,578  | 9,705  |
| Adm. Support Services       | 13,180 | 18,360 | 23,085 | 19,679 | 22,673 | 20,643 | 18,966 |
| Other Activities            | 8,008  | 6,033  | 10,707 | 6,280  | 6,291  | 2,521  | 5,728  |
| TOTAL MAN HOURS             | 47,256 | 39,675 | 69,715 | 70,378 | 76,337 | 54,402 | 74,377 |

TABLE 17.--Continued.

|                     | 1940   | 1945    | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|--------|---------|---------|---------|---------|---------|---------|
| <b>ARRESTS</b>      |        |         |         |         |         |         |         |
| Traffic Patrol      | 1,558  | 1,184   | 3,301   | 7,371   | 9,667   | 5,488   | 10,828  |
| Complaint           | 1,624  | 342     | 808     | 113     | 150     | 184     | 850     |
| Total Arrests       | 3,182  | 1,526   | 4,109   | 340     | 475     | 205     | 240     |
|                     |        |         |         | 7,824   | 10,292  | 5,877   | 11,918  |
| <b>MILEAGE</b>      |        |         |         |         |         |         |         |
| Traffic Patrol      | 15,684 | 100,798 | 168,710 | 272,275 | 377,255 | 287,487 | 348,295 |
| Traffic Complaint   | 71,089 | 34,194  | 99,113  | 36,220  | 38,325  | 16,675  | 38,050  |
| Other Complaint     |        |         |         | 44,587  | 82,845  | 50,445  | 69,310  |
| Other               | 10,305 | 6,198   | 14,619  | 19,125  | 22,950  | 9,125   | 34,320  |
| Total Mileage       | 97,078 | 141,190 | 282,442 | 372,207 | 512,375 | 363,732 | 489,975 |
| COMPLAINTS RECEIVED | 2,639  | 1,946   | 3,875   | 3,733   | 3,602   | 2,586   | 3,244   |

N/R indicates No Report.



Graph 2.--Ratio of Man Hours to Population Density Detroit Post Jurisdiction.

Romeo Post (22)

The Romeo Post, located in northern Macomb County, was first established in 1936, and services the upper portion of the Second District. This area has traditionally been a rural farming community, with only about four thousand of the fifty-five thousand Post area residents residing inside incorporated cities. The area encompasses approximately 400 square miles, and in 1970, had the lowest population density rate of any of the Second District Posts. (Tables 18-20 and Graph 3).

St. Clair Post (23)

The St. Clair Post, situated near the St. Clair River in the city of St. Clair, was established in 1937. Its geographical area is approximately 625 square miles and covers most of St. Clair county.

Port Huron, the county's principal city, had a 1970 population of nearly thirty-six thousand residents. There were seven additional incorporated jurisdictions in the Post area, but their combined population only numbered about twenty-one thousand. The remainder of the Post area population of nearly sixty-seven thousand is spread out over a principally agricultural county. This portion of the District has been relatively slow developing, with a total population increase of less than fifty thousand over the past thirty years. (Tables 21-23 and Graph 4).

TABLE 18.--Population Summary. Post: Romeo (22).

|                                                   | 1940   | 1950   | 1960   | 1970   |
|---------------------------------------------------|--------|--------|--------|--------|
| LAND MASS AREA (SQUARE MILES)                     |        |        |        |        |
| Total - Post Area (Approximate)                   |        |        |        |        |
| 400 Square Miles                                  |        |        |        |        |
| INCORPORATED POPULATION                           |        |        |        |        |
| Total - Post Area                                 | None   | None   | 648    | 3,983  |
| Density - Post Area                               | 0      | 0      | 1.6    | 10     |
| UNINCORPORATED POPULATION                         |        |        |        |        |
| Total - Post Area                                 | 30,009 | 34,514 | 41,737 | 50,837 |
| Density - Post Area                               | 75     | 86     | 104    | 127    |
| TOTAL COMBINED INCORPORATED<br>AND UNINCORPORATED |        |        |        |        |
| Total Population-Post Area                        | 30,009 | 34,514 | 42,385 | 54,820 |
| Population Density-Post Area                      | 75     | 86     | 106    | 137    |

TABLE 19.--Local Law Enforcement Summary. Post: Romeo (22).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area | 0    | 1    | 2    | 5    | 400                 |
| Number of Sworn Police Officers              | 0    | 2    | 11   | 19   | 850                 |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.



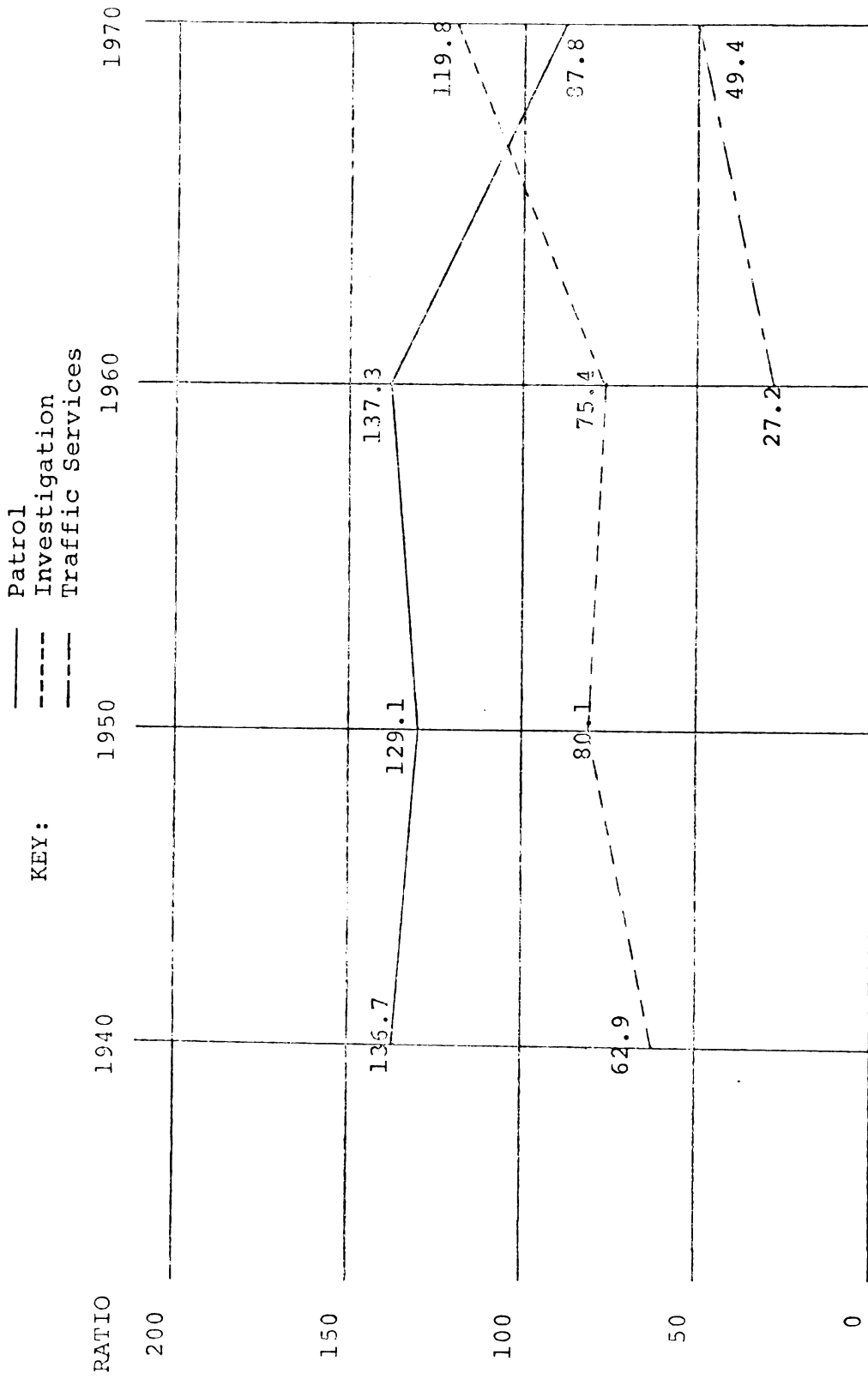
TABLE 20.--Activity Summary. District/Post: Romeo (22).

|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 75     |        | 86     |        | 106    |        | 137    |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    | 8      | 7      | 11     | 14     | 17     | 19     | 25     |
| Avg. on duty per day        | N/R    | N/R    | N/R    | 10     | 13     | 12     | 16     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   | 10,255 | 8,158  | 11,100 | 14,679 | 14,549 | 12,438 | 12,034 |
| Car Hours                   | 6,796  | 5,082  | 8,129  | 10,277 | 9,402  | 8,628  | 7,624  |
| Investigative (Non Traffic) | 4,719  | 4,105  | 6,890  | 6,035  | 7,987  | 7,184  | 16,406 |
| Traffic Services            |        |        |        |        |        |        |        |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    | N/R    | 692    | 1,434  | 809    | 2,802  |
| Comp. 3.5 - 3.7             | N/R    | N/R    | N/R    | 917    | 1,165  | 1,559  | 2,011  |
| Other Traffic Work          | N/R    | N/R    | N/R    | 304    | 286    | 316    | 1,948  |
| Total                       | N/R    | N/R    | N/R    | 1,913  | 2,885  | 2,684  | 6,761  |
| Adm. Support Services       | 6,797  | 9,420  | 10,230 | 10,106 | 13,958 | 13,944 | 12,436 |
| Other Activities            | 5,031  | 3,027  | 2,588  | 1,698  | 4,372  | 2,066  | 3,008  |
| TOTAL MAN HOURS             | 26,802 | 24,710 | 30,808 | 34,431 | 43,751 | 38,316 | 50,645 |

TABLE 20.--Continued.

|                     | 1940    | 1945   | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|---------|--------|---------|---------|---------|---------|---------|
| ARRESTS             |         |        |         |         |         |         |         |
| Traffic Patrol      | 1,434   | 371    | 1,348   | 1,979   | 3,875   | 2,630   | 5,999   |
| Complaint           | 315     | 161    | 405     | 89      | 107     | 195     | 1,157   |
| Total Arrests       | 1,749   | 532    | 1,753   | 2,286   | 4,173   | 3,005   | 7,728   |
| MILEAGE             |         |        |         |         |         |         |         |
| Traffic Patrol      | 99,567  | 63,323 | 116,661 | 147,993 | 164,815 | 176,845 | 186,770 |
| Traffic Complaint   | 37,088  | 23,662 | 51,912  | 6,667   | 18,505  | 19,900  | 40,465  |
| Other Complaint     |         |        |         | 49,575  | 72,043  | 61,035  | 139,435 |
| Other               | 13,902  | 4,200  | 6,377   | 13,343  | 22,775  | 12,510  | 19,060  |
| Total Mileage       | 150,557 | 91,185 | 174,950 | 217,578 | 278,138 | 270,290 | 385,730 |
| COMPLAINTS RECEIVED | 956     | 1,097  | 1,730   | 1,565   | 2,208   | 2,235   | 4,359   |

N/R indicates No Report.



Graph 3.--Ratio of Man Hours to Population Density Romeo Post Jurisdiction.

TABLE 21.--Population Summary. Post: St. Clair (23).

|                                                   | 1940   | 1950   | 1960    | 1970    |
|---------------------------------------------------|--------|--------|---------|---------|
| LAND MASS AREA (SQUARE MILES)                     |        |        |         |         |
| Total - Post Area (Approximate)                   |        |        |         |         |
| 625 Square Miles                                  |        |        |         |         |
| INCORPORATED POPULATION                           |        |        |         |         |
| Total - Post Area                                 | 43,184 | 48,505 | 51,880  | 57,195  |
| Density - Post Area                               | 69     | 78     | 83      | 92      |
| UNINCORPORATED POPULATION                         |        |        |         |         |
| Total - Post Area                                 | 32,265 | 46,712 | 51,110  | 66,504  |
| Density - Post Area                               | 52     | 75     | 82      | 106     |
| TOTAL COMBINED INCORPORATED<br>AND UNINCORPORATED |        |        |         |         |
| Total Population - Post Area                      | 75,449 | 95,217 | 102,991 | 123,699 |
| Population Density - Post Area                    | 121    | 152    | 165     | 198     |

TABLE 22.--Local Law Enforcement Summary. Post: St. Clair (23).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area | 3    | 5    | 5    | 7    | 133                 |
| Number of Sworn Police Officers              | 46   | 56   | 66   | 84   | 83                  |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

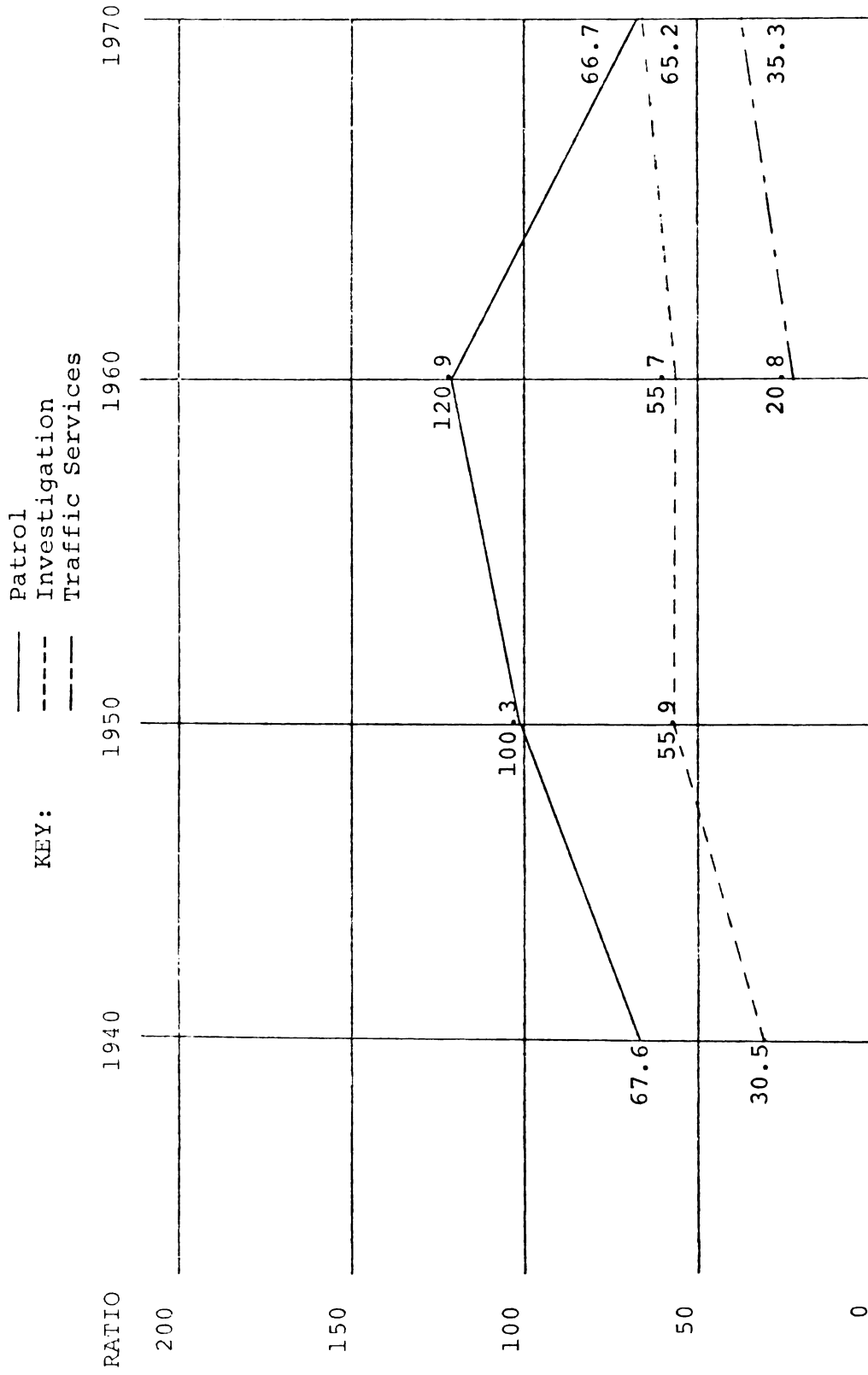
TABLE 23.--Activity Summary. District/Post: St. Clair (23).

|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 121    |        | 152    |        | 165    |        | 198    |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    | 9      | 8      | 13     | 15     | 20     | 20     | 25     |
| Avg. on duty per day        | N/R    | N/R    | N/R    | 11     | 16     | 13     | 16     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   | 8,179  | 8,303  | 15,238 | 15,541 | 19,948 | 13,845 | 13,196 |
| Car Hours                   | 4,884  | 5,038  | 7,885  | 10,858 | 13,096 | 9,380  | 8,227  |
| Investigative (Non Traffic) | 3,691  | 3,663  | 8,501  | 6,566  | 9,190  | 8,953  | 12,918 |
| Traffic Services            |        |        |        |        |        |        |        |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    | N/R    | 949    | 1,416  | 736    | 2,355  |
| Comp. 3.5 - 3.7             | N/R    | N/R    | N/R    | 1,469  | 1,649  | 2,183  | 2,112  |
| Other Traffic Work          | N/R    | N/R    | N/R    | 351    | 371    | 254    | 2,514  |
| Total                       | N/R    | N/R    | N/R    | 2,769  | 3,436  | 3,173  | 6,981  |
| Adm. Support Services       | 6,210  | 7,785  | 10,079 | 10,920 | 14,860 | 14,929 | 13,904 |
| Other Activities            | 6,069  | 1,603  | 2,302  | 2,061  | 4,585  | 1,818  | 2,627  |
| TOTAL MAN HOURS             | 24,149 | 21,354 | 36,120 | 37,857 | 52,019 | 42,718 | 49,626 |

TABLE 23.--Continued.

|                     | 1940    | 1945   | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|---------|--------|---------|---------|---------|---------|---------|
| ARRESTS             |         |        |         |         |         |         |         |
| Traffic Patrol      | 1,044   | 379    | 1,653   | 3,189   | 3,474   | 2,654   | 6,288   |
| Complaint           | 382     | 226    | 433     | 49      | 62      | 169     | 360     |
| Total Arrests       | 1,426   | 605    | 2,086   | 257     | 323     | 871     | 643     |
|                     |         |        |         | 3,495   | 3,859   | 3,694   | 7,291   |
| MILEAGE             |         |        |         |         |         |         |         |
| Traffic Patrol      | 92,041  | 65,133 | 140,580 | 207,508 | 252,424 | 224,440 | 201,540 |
| Traffic Complaint   | 32,176  | 22,545 | 65,850  | 19,585  | 25,830  | 25,175  | 33,605  |
| Other Complaint     |         |        |         | 65,579  | 78,060  | 87,925  | 126,880 |
| Other               | 2,561   | 959    | 8,941   | 17,827  | 21,425  | 8,585   | 34,930  |
| Total Mileage       | 126,778 | 88,637 | 215,371 | 310,499 | 37,739  | 346,085 | 396,955 |
| COMPLAINTS RECEIVED | 826     | 804    | 1,590   | 2,394   | 2,303   | 3,350   | 4,234   |

N/R indicates No Report.



Graph 4.--Ratio of Man Hours to Population Density St. Clair Post Jurisdiction.



Warren Post (24)

The Warren Post was moved to the city of New Baltimore in 1971 because of the urbanization squeeze, and was renamed after that city. The State Police still maintain a scientific crime laboratory at the old location.

The Post was first established as the Centerline Post in 1941, and renamed the Warren Post in 1950. As of 1970, the Post area occupied approximately 300 square miles, contained sixteen municipal jurisdictions, with eighteen separate police agencies. The population increased from 180 thousand in 1940 to 712 thousand in 1970, and should be considered a totally urban community. (Tables 24-26 and Graph 5).

Flat Rock Post (25)

The Flat Rock Post was originally established as the Rockwood Post in 1936, and was located just inside southern Wayne County. In 1940, the Post was moved to its present location along U. S. 24, just inside Wayne County at the Monroe County line. Over the years Wayne County has expanded its urban network of cities southward, and as of 1970 only a few scattered unincorporated areas remained. The Post area's approximately 375 square miles is about evenly divided between southern Wayne County and northern Monroe County. Wayne County is mostly urbanized, while Monroe County is still chiefly rural.

TABLE 24.--Population Summary. Post: Warren (24).

|                                                   | 1940    | 1950    | 1960    | 1970    |
|---------------------------------------------------|---------|---------|---------|---------|
| LAND MASS AREA (SQUARE MILES)                     |         |         |         |         |
| Total - Post Area (Approximate)                   |         |         |         |         |
| 300 Square Miles                                  |         |         |         |         |
| INCORPORATED POPULATION                           |         |         |         |         |
| Total - Post Area                                 | 34,751  | 64,842  | 369,698 | 567,392 |
| Density - Post Area                               | 116     | 216     | 1,232   | 1,852   |
| UNINCORPORATED POPULATION                         |         |         |         |         |
| Total - Post Area                                 | 145,867 | 233,821 | 94,672  | 144,284 |
| Density - Post Area                               | 486     | 779     | 316     | 481     |
| TOTAL COMBINED INCORPORATED<br>AND UNINCORPORATED |         |         |         |         |
| Total Population - Post Area                      | 180,618 | 298,663 | 464,370 | 711,976 |
| Population Density - Post Area                    | 602     | 996     | 1,548   | 2,373   |

TABLE 25.--Local Law Enforcement Summary. Post: Warren (24).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area | 10   | 10   | 12   | 18   | 80                  |
| Number of Sworn Police Officers              | 129  | 177  | 471  | 832  | 545                 |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

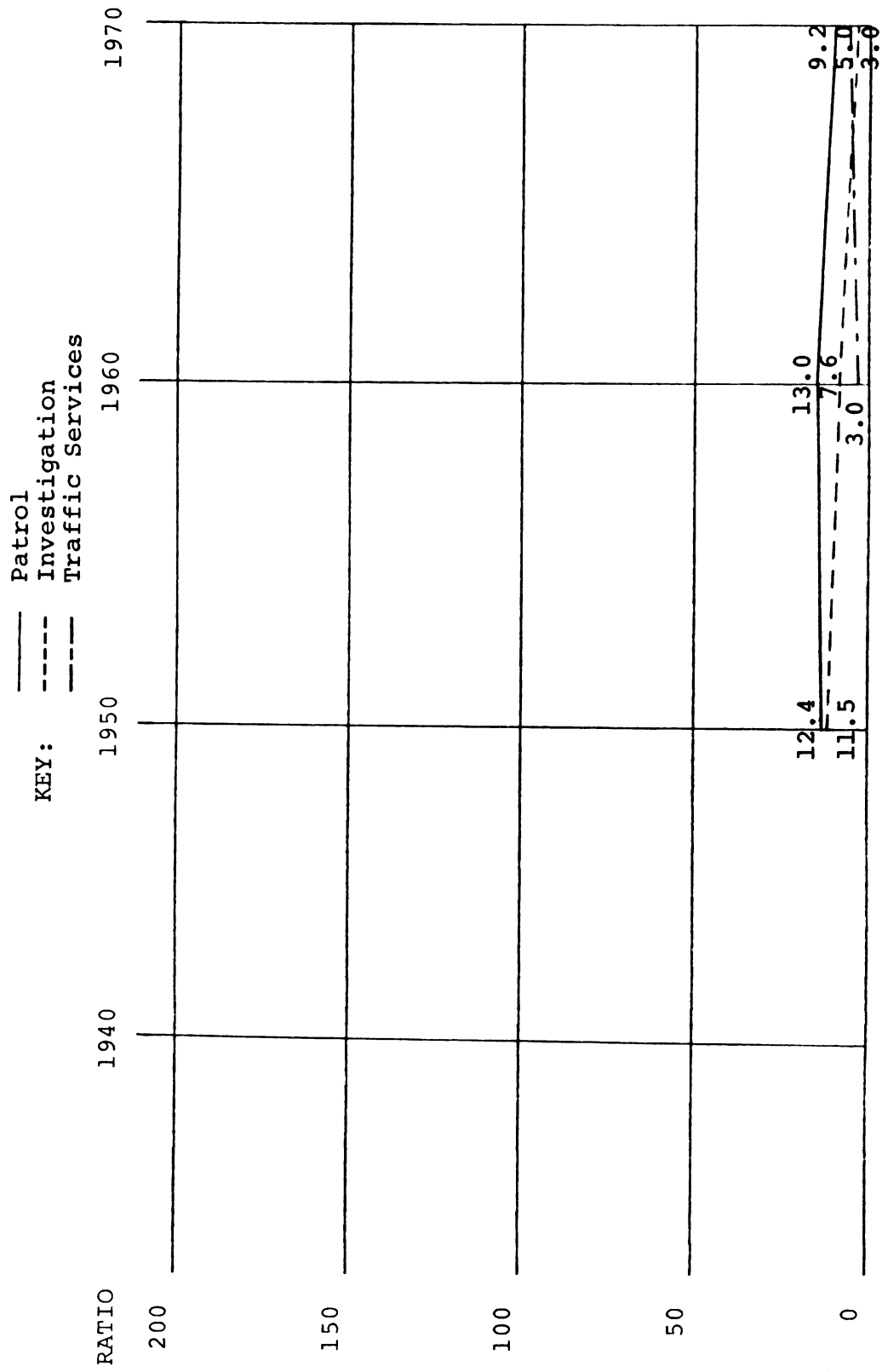
TABLE 26.--Activity Summary. District/Post: Warren (24).

|                             | 1940   | 1945   | 1950 | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|------|--------|--------|--------|--------|
| POPULATION DENSITY          | 602    |        | 996  |        | 1548   |        | 2373   |
| PERSONNEL (Daily Average)   |        |        |      |        |        |        |        |
| Assigned                    |        | 9      | 14   | 19     | 22     | 24     | 28     |
| Avg. on duty per day        |        | N/R    | N/R  | 14     | 17     | 15     | 18     |
| HOURS                       |        |        |      |        |        |        |        |
| Patrol                      |        |        |      |        |        |        |        |
| Man Hours                   |        |        |      |        |        |        |        |
| Car Hours                   | 10,012 | 12,307 |      | 20,016 | 20,158 | 15,989 | 21,736 |
| Investigative (Non Traffic) | 6,457  | 7,034  |      | 13,302 | 13,676 | 10,919 | 14,095 |
| Traffic Services            | 3,920  | 11,480 |      | 6,652  | 11,758 | 11,967 | 6,995  |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    |      | 1,891  | 2,750  | 1,215  | 4,216  |
| Comp. 3.5 - 3.7             | N/R    | N/R    |      | 1,391  | 1,190  | 2,271  | 907    |
| Other Traffic Work          | N/R    | N/R    |      | 374    | 637    | 888    | 4,287  |
| Total                       | N/R    | N/R    |      | 3,656  | 4,577  | 4,374  | 9,410  |
| Adm. Support Services       | 9,712  | 8,868  |      | 13,494 | 15,607 | 15,326 | 13,857 |
| Other Activities            | 2,383  | 3,941  |      | 3,723  | 4,911  | 2,991  | 2,568  |
| TOTAL MAN HOURS             | 26,027 | 36,596 |      | 47,541 | 57,011 | 50,647 | 54,566 |

TABLE 26.--Continued.

|                            | 1940 | 1945   | 1950    | 1955    | 1960    | 1965    | 1970    |
|----------------------------|------|--------|---------|---------|---------|---------|---------|
| <b>ARRESTS</b>             |      |        |         |         |         |         |         |
| Traffic Patrol             |      | 349    | 3,031   | 6,813   | 7,433   | 6,526   | 9,554   |
| Complaint                  |      | 286    | 723     | 193     | 145     | 296     | 544     |
| Total Arrests              |      | 635    | 3,754   | 205     | 258     | 419     | 161     |
|                            |      |        |         | 7,211   | 7,836   | 7,241   | 10,259  |
| <b>MILEAGE</b>             |      |        |         |         |         |         |         |
| Traffic Patrol             |      | 71,285 | 93,898  | 188,040 | 209,682 | 237,610 | 344,010 |
| Traffic Complaint          |      | 20,587 | 77,140  | 23,396  | 35,203  | 24,045  | 53,310  |
| Other Complaint            |      |        |         | 48,300  | 94,238  | 84,380  | 47,255  |
| Other                      |      | 2,967  | 13,675  | 14,984  | 20,544  | 13,790  | 12,730  |
| Total Mileage              |      | 94,839 | 184,713 | 274,720 | 359,667 | 359,825 | 457,305 |
| <b>COMPLAINTS RECEIVED</b> |      | 946    | 2,486   | 3,237   | 2,378   | 4,067   | 1,797   |

N/R indicates No Reports.



Graph 5.--Ratio of Man Hours to Population Density Warren Post Jurisdiction.

The Raisin River flowing through the city of Monroe, is the southern Post area boundary.

The incorporated population has risen from nearly sixty-nine thousand in 1940 to nearly 320 thousand in 1970. This is contrasted with the unincorporated population which is up only five thousand from that of 1940. (Tables 27-29 and Graph 6).

#### Ypsilanti Post (26)

The Ypsilanti Post, first established in that city in 1931, services the western portion of the Second District. The area occupies approximately 400 square miles, and as of 1970, had a total population of nearly 253 thousand people, up 172 thousand from 1940. With the exception of the cities of Ann Arbor and Ypsilanti, the area served has traditionally been more rural than urban. During the last two decades, however, the westward urban expansion movement of Wayne County has continued to encroach upon the Ypsilanti Post area. Plans are presently underway to relocate this Post. (Tables 30-32 and Graph 7).

#### Pontiac Post (27)

The Pontiac Post was established originally in 1941 at the village of Keego Harbor, and was so called. Later, in 1950, it was relocated along U. S. 10 west of Pontiac, and given its new name.

TABLE 27.--Population Summary. Post: Flat Rock (25).

|                                                | 1940    | 1950    | 1960    | 1970    |
|------------------------------------------------|---------|---------|---------|---------|
| LAND MASS AREA (SQUARE MILES)                  |         |         |         |         |
| Total - Post Area (Approximate)                |         |         |         |         |
| <u>375 Square Miles</u>                        |         |         |         |         |
| INCORPORATED POPULATION                        |         |         |         |         |
| Total - Post Area                              | 68,975  | 95,532  | 219,607 | 319,827 |
| Density - Post Area                            | 184     | 255     | 586     | 853     |
| UNINCORPORATED POPULATION                      |         |         |         |         |
| Total - Post Area                              | 69,251  | 110,087 | 129,798 | 73,869  |
| Density - Post Area                            | 185     | 294     | 346     | 197     |
| TOTAL COMBINED INCORPORATED AND UNINCORPORATED |         |         |         |         |
| Total Population - Post Area                   | 138,226 | 205,619 | 349,405 | 393,696 |
| Population Density - Post Area                 | 369     | 548     | 932     | 1,053   |



TABLE 28.--Local Law Enforcement Summary. Post: Flat Rock (25).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area | 5    | 6    | 8    | 19   | 280                 |
| Number of Sworn Police Officers              | 95   | 170  | 294  | 489  | 415                 |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

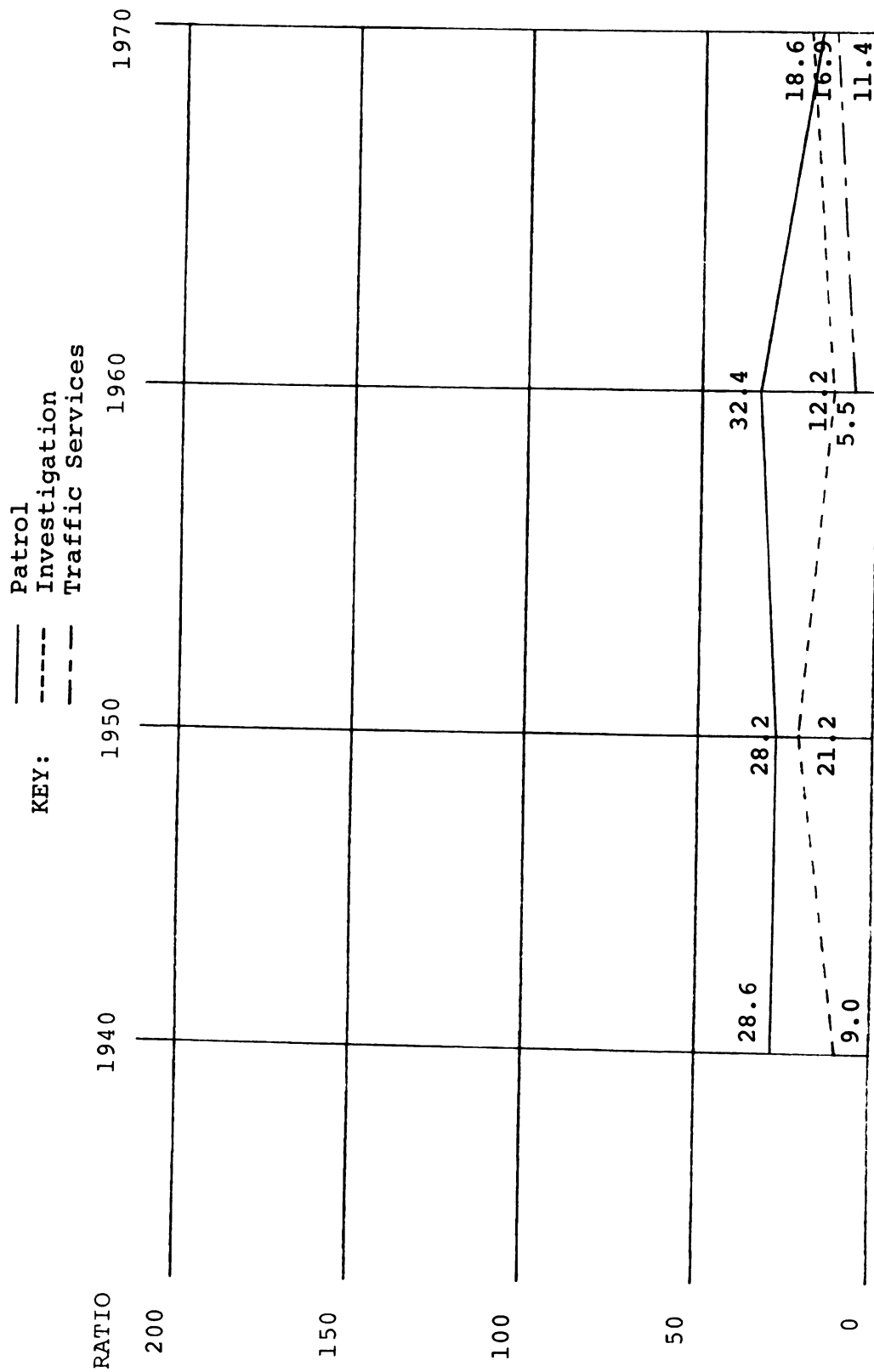
TABLE 29.--Activity Summary. District/Post: Flat Rock (25).

|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 369    |        | 548    |        | 932    |        | 1053   |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    | 13     | 10     | 17     | 18     | 27     | 30     | 34     |
| Avg. on duty per day        | N/R    | N/R    | N/R    | 14     | 20     | 19     | 22     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   | 10,546 | 7,871  | 15,476 | 15,900 | 30,188 | 21,383 | 17,807 |
| Car Hours                   | 6,636  | 5,110  | 8,804  | 9,466  | 20,714 | 14,137 | 11,669 |
| Investigative (Non Traffic) | 3,337  | 3,792  | 11,600 | 8,359  | 11,403 | 14,368 | 19,535 |
| Traffic Services            |        |        |        |        |        |        |        |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    | N/R    | 1,294  | 2,799  | 1,527  | 4,029  |
| Comp. 3.5 - 3.7             | N/R    | N/R    | N/R    | 2,371  | 1,935  | 2,889  | 3,362  |
| Other Traffic Work          | N/R    | N/R    | N/R    | 515    | 416    | 599    | 4,560  |
| Total                       | N/R    | N/R    | N/R    | 4,180  | 5,150  | 5,015  | 11,951 |
| Adm. Support Services       | 6,684  | 9,886  | 11,127 | 14,457 | 16,966 | 17,829 | 14,387 |
| Other Activities            | 7,204  | 5,122  | 3,022  | 1,366  | 4,561  | 4,645  | 2,578  |
| TOTAL MAN HOURS             | 27,771 | 26,671 | 41,225 | 44,262 | 68,268 | 63,240 | 66,258 |

TABLE 29.--Continued.

|                     | 1940    | 1945   | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|---------|--------|---------|---------|---------|---------|---------|
| <b>ARRESTS</b>      |         |        |         |         |         |         |         |
| Traffic Patrol      | 1,645   | 402    | 2,563   | 5,052   | 9,232   | 6,020   | 8,841   |
| Complaint           | 418     | 333    | 872     | 241     | 186     | 303     | 986     |
| Total Arrests       | 2,063   | 735    | 3,435   | 437     | 440     | 525     | 618     |
|                     |         |        |         | 5,730   | 9,858   | 6,848   | 10,445  |
| <b>MILEAGE</b>      |         |        |         |         |         |         |         |
| Traffic Patrol      | 114,801 | 60,597 | 145,600 | 174,330 | 466,834 | 331,940 | 263,060 |
| Traffic Complaint   | 24,244  | 24,727 | 75,989  | 27,912  | 32,145  | 30,330  | 49,010  |
| Other Complaint     |         |        |         | 63,559  | 86,149  | 103,725 | 150,720 |
| Other               | 13,015  | 1,675  | 10,395  | 13,157  | 10,405  | 14,265  | 21,730  |
| Total Mileage       | 152,060 | 86,999 | 231,984 | 278,958 | 595,533 | 480,260 | 484,520 |
| COMPLAINTS RECEIVED | 913     | 1,026  | 2,544   | 2,959   | 4,330   | 4,663   | 6,052   |

N/R indicates No Report.



Graph 6.--Ratio of Man Hours to Population Density Flat Rock Post Jurisdiction.

TABLE 30.--Population Summary. Post: Ypsilanti (26).

|                                                   | 1940   | 1950    | 1960    | 1970    |
|---------------------------------------------------|--------|---------|---------|---------|
| LAND MASS AREA (SQUARE MILES)                     |        |         |         |         |
| Total - Post Area (Approximate)                   |        |         |         |         |
| <u>400 Square Miles</u>                           |        |         |         |         |
| INCORPORATED POPULATION                           |        |         |         |         |
| Total - Post Area                                 | 44,217 | 71,115  | 94,332  | 137,921 |
| Density - Post Area                               | 111    | 178     | 236     | 345     |
| UNINCORPORATED POPULATION                         |        |         |         |         |
| Total - Post Area                                 | 38,006 | 36,398  | 88,932  | 114,886 |
| Density - Post Area                               | 95     | 216     | 222     | 287     |
| TOTAL COMBINED INCORPORATED<br>AND UNINCORPORATED |        |         |         |         |
| Total Population - Post Area                      | 82,223 | 157,513 | 183,264 | 252,807 |
| Population Density - Post Area                    | 206    | 394     | 458     | 632     |

TABLE 31.--Local Law Enforcement Summary. Post: Ypsilanti (26).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area | 2    | 2    | 2    | 5    | 150                 |
| Number of Sworn Police Officers              | 53   | 78   | 116  | 208  | 292                 |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

TABLE 32.--Activity Summary. District/Post: Ypsilanti (26).

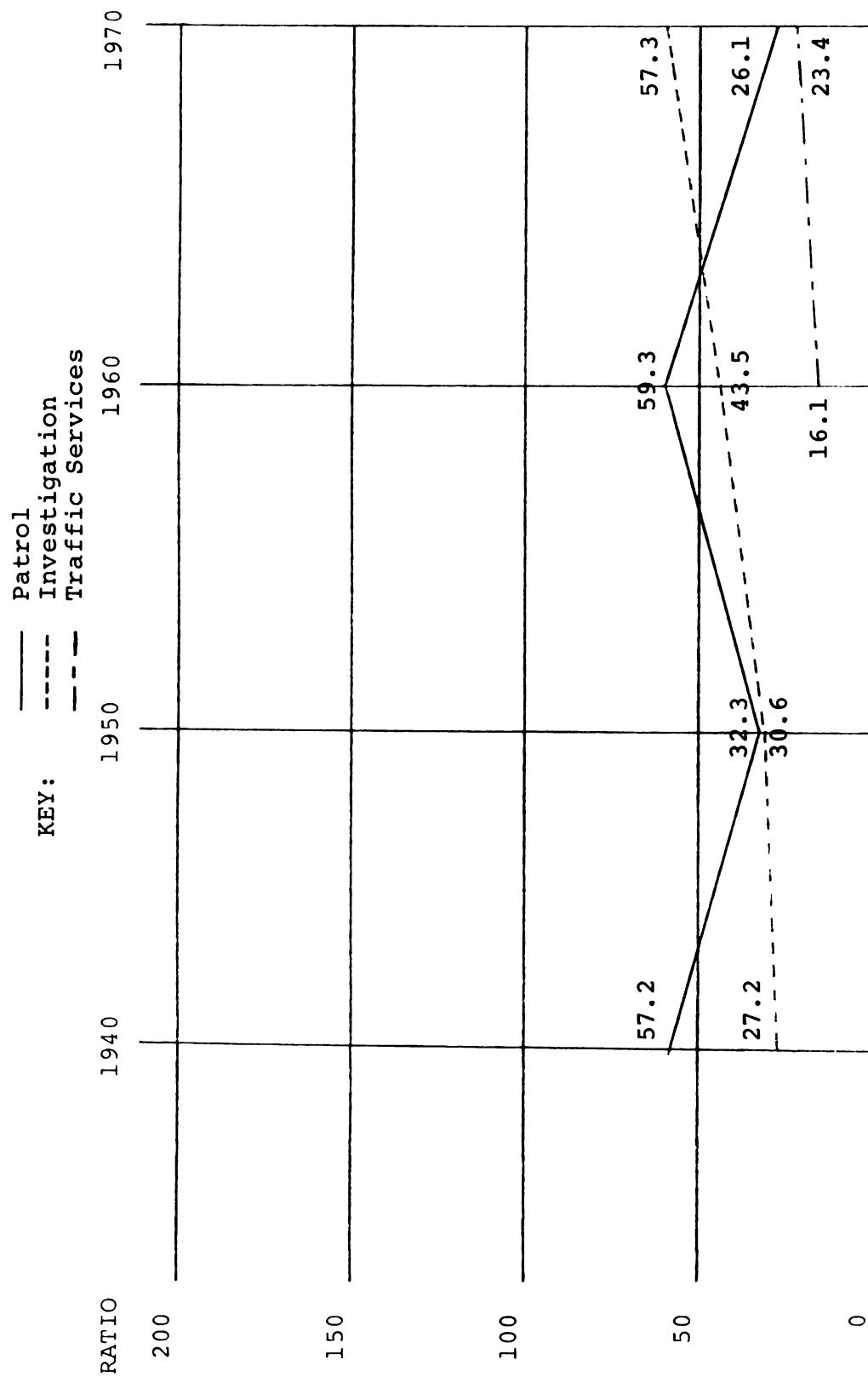
|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 206    |        | 394    |        | 458    |        | 632    |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    | 10     | 10     | 16     | 22     | 32     | 35     | 46     |
| Avg. on duty per day        | N/R    | N/R    | N/R    | 17     | 24     | 21     | 30     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   | 11,774 | 13,137 | 12,729 | 21,756 | 27,153 | 19,649 | 16,496 |
| Car Hours                   | 7,281  | 8,482  | 6,857  | 13,146 | 17,777 | 12,171 | 10,676 |
| Investigative (Non Traffic) | 5,592  | 5,666  | 12,054 | 8,598  | 19,921 | 19,554 | 36,195 |
| Traffic Services            |        |        |        |        |        |        |        |
| Comp. 3.1 - 3.4; & 3.8      | N/R    | N/R    | N/R    | 1,537  | 3,798  | 1,584  | 6,289  |
| Comp. 3.5 - 3.7             | N/R    | N/R    | N/R    | 2,676  | 3,039  | 5,036  | 4,988  |
| Other Traffic Work          | N/R    | N/R    | N/R    | 990    | 686    | 697    | 3,508  |
| Total                       | N/R    | N/R    | N/R    | 5,203  | 7,523  | 7,317  | 14,785 |
| Adm. Support Services       | 5,942  | 9,999  | 11,607 | 15,939 | 19,643 | 21,611 | 23,784 |
| Other Activities            | 4,535  | 4,387  | 6,895  | 2,117  | 6,970  | 4,138  | 4,231  |
| TOTAL MAN HOURS             | 27,843 | 33,189 | 43,285 | 53,613 | 81,210 | 72,269 | 95,491 |

TABLE 32.--Continued.

|                     | 1940    | 1945    | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|---------|---------|---------|---------|---------|---------|---------|
| ARRESTS             |         |         |         |         |         |         |         |
| Traffic Patrol      | 2,084   | 1,789   | 2,947   | 9,859   | 10,168  | 7,338   | 10,304  |
| Complaint           | 387     | 358     | 718     | 257     | 267     | 283     | 1,013   |
| Total Arrests       | 2,471   | 2,147   | 3,665   | 451     | 555     | 613     | 1,063   |
|                     |         |         |         | 10,567  | 10,990  | 8,234   | 12,380  |
| MILEAGE             |         |         |         |         |         |         |         |
| Traffic Patrol      | 136,572 | 107,080 | 107,205 | 222,919 | 354,569 | 273,745 | 267,715 |
| Traffic Complaint   | 38,468  | 33,682  | 69,493  | 25,388  | 51,455  | 46,508  | 42,925  |
| Other Complaint     | 4,000   | 5,712   | 11,114  | 55,351  | 132,202 | 131,370 | 224,715 |
| Other               | 179,040 | 146,474 | 187,812 | 13,013  | 31,857  | 20,655  | 30,855  |
| Total Mileage       |         |         |         | 316,671 | 570,083 | 472,278 | 566,210 |
| COMPLAINTS RECEIVED | 1,345   | 1,401   | 2,201   | 3,244   | 6,289   | 7,001   | 9,934   |

N/R indicates No Report.





Graph 7.--Ratio of Man Hours to Population Density Ypsilanti Post Jurisdiction.

The Post area, located entirely within Oakland County, encompasses approximately 460 square miles, and evidences a through mixture of urban, rural, and small town communities. Numerous small inland lakes spot the countryside, and actually account for an additional 22 square miles.

It is interesting to note that while the incorporated population increased by only 45 thousand over the past 30 years, the unincorporated population jumped by over 220 thousand. With this type of increase, a number of small villages and towns appeared on the scene, each with their own local government structures and public services.

The topography of the land, with its lakes and hills, does not appear conducive to rapid urban growth, and thus may contribute at least in part, to the proliferation of community expansion. (Tables 33-35 and Graph 8).

#### Erie Post (28)

The Erie Post was first established in 1937 along U. S. 24 in southern Monroe County, approximately three miles from the Ohio border. At that time it was made a part of the Fourth State Police District, with headquarters at Jackson. In 1959, the District boundaries were shifted and it became the eighth Post in the Second District.

The Post area covers about 350 square miles of principally rural southern Monroe County. In the decade between 1960 and 1970, the population has increased from seventy-two thousand to eighty-seven thousand persons. (Tables 36-38 and Graph 9).

TABLE 33.--Population Summary. Post: Pontiac (27).

|                                                   | 1940    | 1950    | 1960    | 1970    |
|---------------------------------------------------|---------|---------|---------|---------|
| LAND MASS AREA (SQUARE MILES)                     |         |         |         |         |
| Total - Post Area (Approximate)                   |         |         |         |         |
| <u>460 Square Miles</u>                           |         |         |         |         |
| INCORPORATED POPULATION                           |         |         |         |         |
| Total - Post Area                                 | 79,103  | 91,781  | 118,451 | 125,658 |
| Density - Post Area                               | 172     | 200     | 258     | 273     |
| UNINCORPORATED POPULATION                         |         |         |         |         |
| Total - Post Area                                 | 55,270  | 92,731  | 181,521 | 276,855 |
| Density - Post Area                               | 120     | 202     | 395     | 602     |
| TOTAL COMBINED INCORPORATED<br>AND UNINCORPORATED |         |         |         |         |
| Total Population - Post Area                      | 134,373 | 184,512 | 299,972 | 402,513 |
| Population Density - Post Area                    | 292     | 401     | 652     | 875     |

TABLE 34.--Local Law Enforcement Summary. Post: Pontiac (27).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area | 2    | 3    | 4    | 18   | 800                 |
| Number of Sworn Police Officers              | 79   | 97   | 158  | 404  | 411                 |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

TABLE 35.--Activity Summary. District/Post: Pontiac (27).

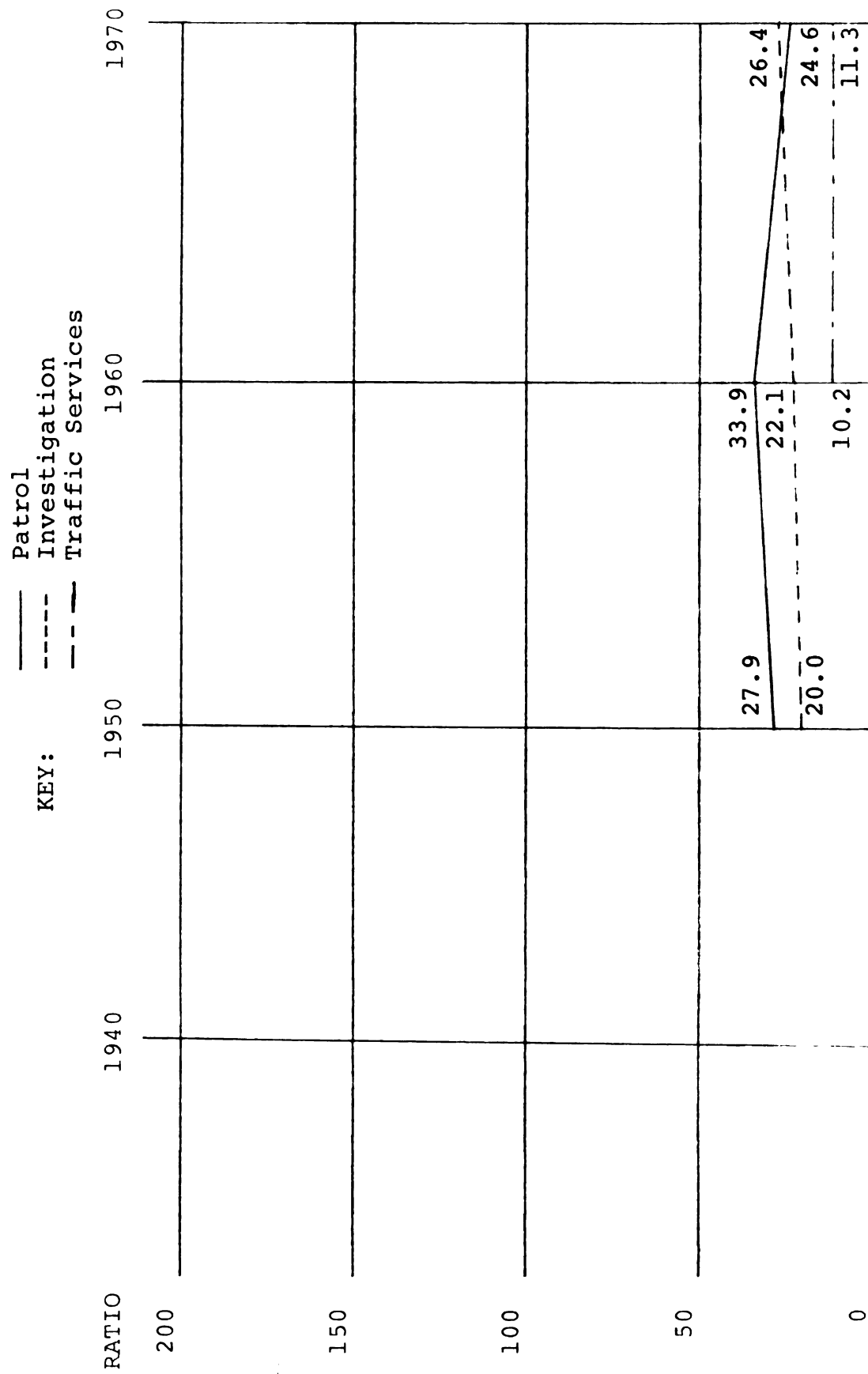
|                             | 1940   | 1945   | 1950   | 1955   | 1960   | 1965   | 1970   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| POPULATION DENSITY          | 292    |        | 401    |        | 652    |        | 875    |
| PERSONNEL (Daily Average)   |        |        |        |        |        |        |        |
| Assigned                    |        | 8      | 11     | 16     | 25     | 29     | 41     |
| Avg. on duty per day        |        | N/R    | N/R    | 12     | 20     | 18     | 26     |
| HOURS                       |        |        |        |        |        |        |        |
| Patrol                      |        |        |        |        |        |        |        |
| Man Hours                   |        |        | 11,185 | 14,392 | 22,088 | 19,182 | 21,534 |
| Car Hours                   |        | 7,213  | 7,944  | 9,984  | 14,135 | 12,294 | 14,497 |
| Investigative (Non Traffic) |        | 4,645  |        |        |        |        |        |
| Traffic Services            |        | 3,258  | 8,013  | 6,621  | 14,384 | 16,027 | 23,080 |
| Comp. 3.1 - 3.4; & 3.8      |        | N/R    | N/R    | 1,386  | 3,465  | 1,605  | 3,723  |
| Comp. 3.5 - 3.7             |        | N/R    | N/R    | 1,183  | 2,015  | 2,566  | 2,593  |
| Other Traffic Work          |        | N/R    | N/R    | 618    | 1,150  | 718    | 3,534  |
| Total                       |        | N/R    | N/R    | 3,187  | 6,630  | 4,889  | 9,850  |
| Adm. Support Services       |        | 9,282  | 8,509  | 12,361 | 17,398 | 17,589 | 21,667 |
| Other Activities            |        | 4,109  | 3,990  | 2,681  | 4,554  | 3,671  | 4,005  |
| TOTAL MAN HOURS             | 23,862 | 23,862 | 31,697 | 39,242 | 65,054 | 61,358 | 80,136 |

TABLE 35.--Continued.

|                     | 1940   | 1945 | 1950    | 1955    | 1960    | 1965    | 1970    |
|---------------------|--------|------|---------|---------|---------|---------|---------|
| <b>ARRESTS</b>      |        |      |         |         |         |         |         |
| Traffic Patrol      | 313    |      | 3,852   | 5,949   | 6,724   | 7,270   | 12,656  |
| Complaint           | 143    |      | 397     | 75      | 113     | 200     | 526     |
| Total Arrests       | 456    |      | 4,249   | 231     | 434     | 622     | 830     |
|                     |        |      |         | 6,255   | 7,271   | 8,092   | 14,012  |
| <b>MILEAGE</b>      |        |      |         |         |         |         |         |
| Traffic Patrol      | 55,804 |      | 111,855 | 138,903 | 228,259 | 300,785 | 331,790 |
| Traffic Complaint   | 19,488 |      | 57,465  | 22,232  | 42,535  | 21,182  | 39,880  |
| Other Complaint     | 14,601 |      | 17,303  | 56,480  | 108,533 | 108,670 | 141,520 |
| Other               | 89,893 |      | 186,623 | 15,314  | 25,336  | 17,850  | 23,495  |
| Total Mileage       |        |      |         | 232,929 | 404,663 | 448,487 | 536,685 |
| COMPLAINTS RECEIVED | 1,062  |      | 1,743   | 2,155   | 3,657   | 4,869   | 6,127   |

N/R indicates No Report.





Graph 8.--Ratio of Man Hours to Population Density Pontiac Post Jurisdiction.



TABLE 36.--Population Summary. Post: Erie (28).

|                                                   | 1940 | 1950 | 1960   | 1970   |
|---------------------------------------------------|------|------|--------|--------|
| LAND MASS AREA (SQUARE MILES)                     |      |      |        |        |
| Total - Post Area (Approximate)                   |      |      |        |        |
| 350 Square Miles                                  |      |      |        |        |
| Fourth District                                   |      |      |        |        |
| INCORPORATED POPULATION                           |      |      |        |        |
| Total - Post Area                                 |      |      | 11,484 | 13,365 |
| Density - Post Area                               |      |      | 33     | 38     |
| UNINCORPORATED POPULATION                         |      |      |        |        |
| Total - Post Area                                 |      |      | 60,683 | 73,629 |
| Density - Post Area                               |      |      | 173    | 210    |
| TOTAL COMBINED INCORPORATED<br>AND UNINCORPORATED |      |      |        |        |
| Total Population - Post Area                      |      |      | 72,167 | 86,994 |
| Population Density - Post Area                    |      |      | 206    | 249    |

TABLE 37.--Local Law Enforcement Summary. Post: Erie (28).

|                                              | 1940 | 1950 | 1960 | 1970 | Percent<br>Increase |
|----------------------------------------------|------|------|------|------|---------------------|
| Number of Police Departments in<br>Post Area |      |      | 1    | 3    | 200                 |
| Number of Sworn Police Officers              |      |      | 19   | 31   | 63                  |

Source: F.B.I. Uniform Reports on Crime for years indicated; plus additional information from various local sources.

TABLE 38.--Activity Summary. District/Post: Erie (28).

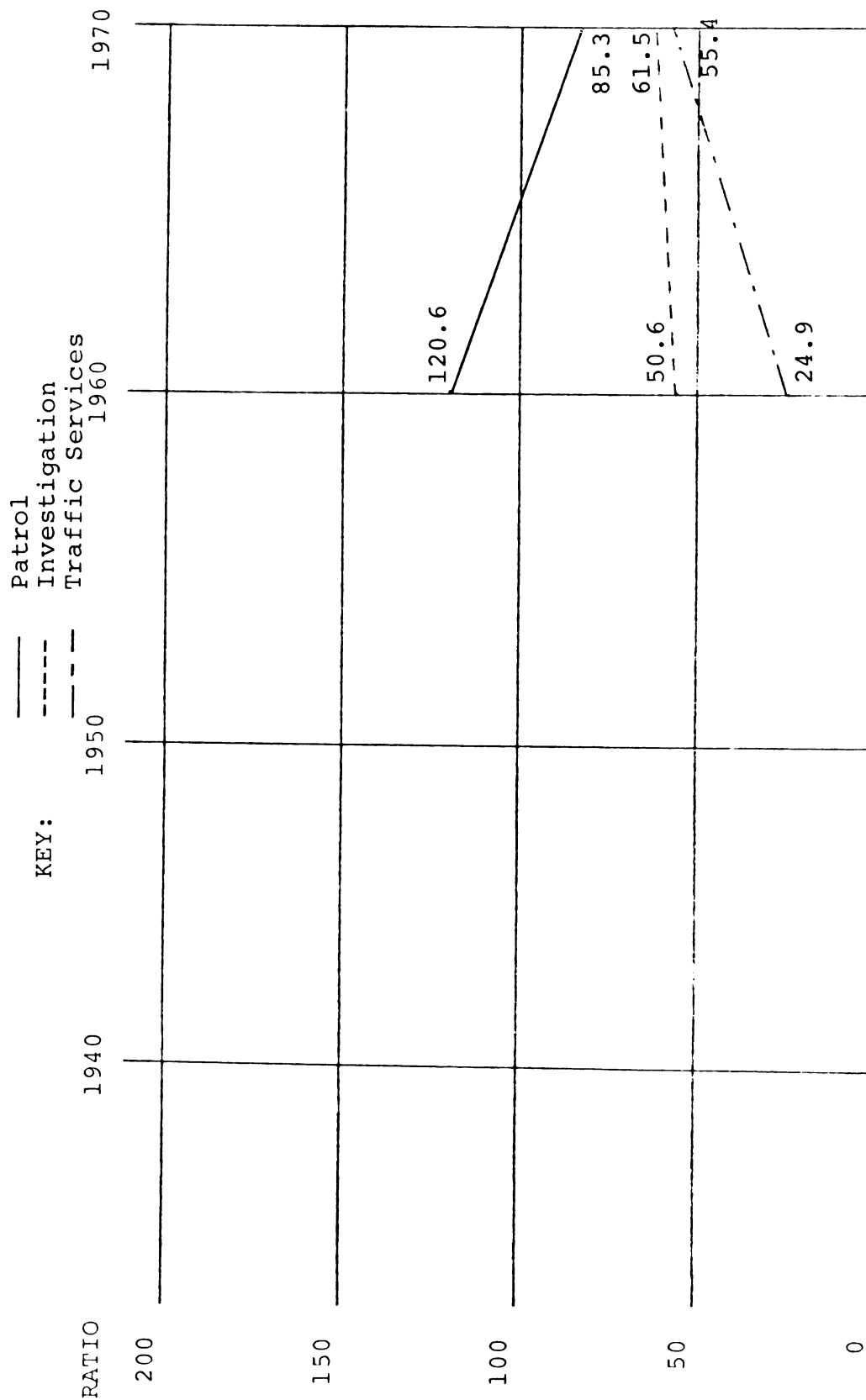
|                             | 1940 | 1945 | 1950 | 1955 | 1960 | 1965 | 1970 |
|-----------------------------|------|------|------|------|------|------|------|
| POPULATION DENSITY          |      |      |      |      | 206  |      | 249  |
| PERSONNEL (Daily Average)   |      |      |      |      |      |      |      |
| Assigned                    |      |      |      |      | 24   | 25   | 30   |
| Avg. on duty per day        |      |      |      |      | 18   | 15   | 20   |
| HOURS                       |      |      |      |      |      |      |      |
| Patrol                      |      |      |      |      |      |      |      |
| Man Hours                   |      |      |      |      |      |      |      |
| Car Hours                   |      |      |      |      |      |      |      |
| Investigative (Non Traffic) |      |      |      |      |      |      |      |
| Traffic Services            |      |      |      |      |      |      |      |
| Comp. 3.1 - 3.4; & 3.8      |      |      |      |      |      |      |      |
| Comp. 3.5 - 3.7             |      |      |      |      |      |      |      |
| Other Traffic Work          |      |      |      |      |      |      |      |
| Total                       |      |      |      |      |      |      |      |
| Adm. Support Services       |      |      |      |      |      |      |      |
| Other Activities            |      |      |      |      |      |      |      |
| TOTAL MAN HOURS             |      |      |      |      |      |      |      |

183

24,852 17,682 21,247  
16,061 11,497 14,101  
10,419 11,162 15,301  
2,390 1,517 1,354  
1,923 2,574 2,798  
814 616 3,254  
5,127 4,707 7,406  
16,226 15,614 13,783  
4,908 2,870 2,279  
61,532 52,035 60,016

TABLE 38.--Continued.

|                     | 1940 | 1945 | 1950 | 1955 | 1960    | 1965    | 1970    |
|---------------------|------|------|------|------|---------|---------|---------|
| ARRESTS             |      |      |      |      |         |         |         |
| Traffic             |      |      |      |      | 7,372   | 5,338   | 7,988   |
| Patrol              |      |      |      |      | 229     | 247     | 289     |
| Complaint           |      |      |      |      | 322     | 297     | 334     |
| Total Arrests       |      |      |      |      | 7,923   | 5,882   | 8,611   |
| MILEAGE             |      |      |      |      |         |         |         |
| Traffic Patrol      |      |      |      |      | 360,448 | 298,350 | 358,570 |
| Traffic Complaint   |      |      |      |      | 33,027  | 33,490  | 31,203  |
| Other Complaint     |      |      |      |      | 78,949  | 93,530  | 13,027  |
| Other               |      |      |      |      | 27,770  | 17,655  | 33,033  |
| Total Mileage       |      |      |      |      | 500,194 | 443,025 | 435,833 |
| COMPLAINTS RECEIVED |      |      |      |      | 3,919   | 4,323   | 4,699   |



Graph 9.---Ratio of Man Hours to Population Density Erie Post Jurisdiction.

### Profiling Auxiliary Staff Service Functions

The Department of State Police extends a wide variety of specialized services to all levels of government. Some of these are mandated by statute, others by executive order, still others as a long standing tradition and by popular request. Because of their very nature, some of these services can only be effectively dispensed by a state level organization. With others, the cost alone would be prohibitive to local government. In the final analysis, the impact of these services reaches the general public, directly and indirectly, depending on whether they are channeled through local authorities or not. It shouldn't make a great deal of difference, as long as the public is properly and sufficiently serviced.

In the next few pages, the writer will narratively describe nine of the major auxiliary staff services which the department administers. These should not be considered all inclusive, or even an in depth description, but only those considered by the writer to impact most on local populations, via local officials. These services are:

Highway Safety Planning Services

Safety and Traffic Division Services

Computer Information Systems

Records and Identification Information

Criminal Investigative Services

Criminal Intelligence Services

Fire Marshal Services

Training Services

Civil Defense Emergency Services

Highway Safety Planning Services

The Office of Highway Safety Planning (OHSP), transferred effective July 1, 1969 from the Governor's office to the State Police, has the responsibility for coordinating the total state highway safety program and administering the provisions of the National Highway Safety Act of 1966. Also merged were the functions of the State Safety Commission with the OHSP and thus created the Highway Safety Planning Division within the Department of State Police.

Provisions of the 1966 Act require that forty per cent of federal monies allocated to Michigan for highway safety programming be expended at local levels. However, in actuality this has exceeded fifty per cent, and has averaged more than two million dollars per year over the last three years.

A general grouping of programs, studies and projects undertaken by the Highway Safety Planning Division concern school bus inspections, city and county traffic patrols, public ambulance services, traffic safety education, driver education and examination, accident

investigating and reporting, traffic engineering and highway design, drinking drivers, general police services, and Michigan Vehicle Code revisions. Assistance in the funding and administration of a state wide breathalyzer training and certification program for police officers is an area of special concern.

#### Safety and Traffic Division Services

The Safety and Traffic Division has evolved since its inception in 1927 from a rudimentary system of accident reporting to a highly sophisticated, computer based operation. Its staff of Headquarters specialists and field coordinators impact on every aspect of highway traffic safety. They work very closely with the Highway Safety Planning Division to maximize coordination and implementation of special programs, projects and activities. There are at least two, and frequently several, Safety and Traffic specialists assigned to each District Headquarters. There are presently five assigned to the Second District.

Below is a brief description of the several special services provided by the Safety and Traffic Division.

Traffic Accident Statistical Analysis.--Data on all traffic accidents which occur in the state, save perhaps minor property damage accidents in certain metropolitan communities, are received, coded and computerized. Computer



processing of this information enables print outs of numerous statistical comparisons which prove useful in planning, programming, and legislative deliberations.

Legislative Liaison.--Members of the Division work closely with the state legislature regarding proposed changes in the Michigan Vehicle Code, and other traffic related legislation. They provide compiled statistical data, answer questions, and offer assistance and consultation services on technical matters.

Traffic Safety Research.--The Division supervises the Automobile Crash Injury Research project in the state, under the auspices of Cornell University. Other types of traffic safety research and studies are undertaken from time to time.

Breathalyzer Training.--A special Unit within the Division supervises the training and certification of all breathalyzer operators in the state. Also, the maintenance of this equipment is their responsibility.

Traffic Engineering Surveys.--The Division participates in numerous traffic engineering surveys each year on county roads, state trunklines and interstate highways, and present recommendations for remedial action.

Motor Vehicle Inspections.--Regular motor vehicle inspection teams are maintained in each District. They conduct random vehicle inspections at select locations around the District.

VASCAR Program (Visual Average Speed Computer and Recorder).--Division personnel supervise the VASCAR training and certification program for most traffic enforcement officers seeking certification. They also compile statistical data designed to measure the effectiveness of the program.

Selective Enforcement Program.--Division personnel assist other state and local officials in identifying special traffic safety problem locations, based upon accident frequency and severity. Recommendations for special enforcement activities are offered, and assistance toward program implementation is extended.

School Bus Inspections.--Inspections of all school busses in the state and certifying them for use as such is another major responsibility.

Traffic Safety Education.--Instructional assignments in basic and advanced police schools, driver education classes, and the like are regular responsibilities of

Division personnel. Appearances before civic groups and community organizations in the interest of traffic safety is also an assignment with considerable demand.

#### Computer Information Systems

##### Michigan Law Enforcement Information Network (LEIN).--

The LEIN system in Michigan had its beginning in 1966 when the legislature appropriated funds to the State Police to establish a computer based central data bank of police oriented information. Initially, teletype inquiry stations were to be established at selected locations in sheriff offices, municipal police departments and State Police Posts, and linked to the computer at State Police Headquarters in East Lansing. This system was first to be known as the Michigan Police Information Network (PIN), but was later changed to LEIN.

On July 1, 1967, the Michigan LEIN became operational with 115 terminal locations. By the years end, there were 120 departments being served by the network, and the system was handling a daily average of 25,000 message transmissions. A linkup with the National Crime Information Center (NCIC), housed by the Federal Bureau of Investigation in Washington, D.C. was shortly consummated. A further tie-in with the Michigan Secretary of State, Driver and Vehicle Services Divisions, completed the first phase of the program.

Information available through these systems initially included wanted persons, stolen automobiles, and driver license status checks. This has since been expanded to include stolen property, criminal history information, driver license records, as well as vehicle registrations, including special type vehicles such as snowmobiles and watercraft.

In 1969, the LEIN system was linked to the Ohio State Highway Patrol computer (LEADS), tying in an additional 250 terminals, and providing an even greater capability.

The LEIN system had a major impact on Detroit law enforcement when a link was established with the Detroit Police computer system (DETECIS), which provides their thirty-five terminals with direct access to the total system.

The system has continued to enlarge, until by December 1971, there were a total of 208 LEIN terminals located in 176 different agencies around the state. Of this number, 92 are located within the Second District.<sup>114</sup>

Use of the system continues to increase. Message traffic for 1971 reached an all time high of 19,552,518 transmissions, which equals an average of about 53,000 messages daily. Also in 1971, LEIN wanted persons data

---

<sup>114</sup>Compiled from a computer printout of terminals by location, December 1971. Source: Michigan State Police Data Processing Section.

files increased to 137,978, while the vehicle file expanded from 24,351 in 1970, to 31,539 in 1971, up 30 per cent.

In sum, with an operational capability of less than five years, the LEIN system is linked in with four other law enforcement computer systems, thus providing nearly instant access to information hardly comprehensible to the average police officer a decade ago. The technology for further systems application is known, with only the limitations of time and money serving as major restraints to more rapid development of the system.

On page 194, a diagram depicts the present LEIN system with its inter-linking capabilities. Each is identified with the major categories of information which they provide.

Law Enforcement Teletype Service (LETS).--The Department of State Police joined the LETS in December of 1965. This is a land line inter-state teletype service which is designed to provide teletype communications between all states. Local police agencies have free access to this service through the Operations and Communications Division of the State Police in East Lansing.

In 1966, the first full year of Michigan LETS capability, there were a total of 31,232 messages processed. Of this, 14,028 were sent and 16,002 received. In addition, there were 1,202 all-points bulletins handled. Usage continued to increase, until in 1970, there were a total of 76,629 message transactions.

DETROIT (DETECIS)

OHIO HIGHWAY PATROL (LEADS)

35 Terminals

250 Terminals  
Auto Alert (Stolen Veh).  
Operators License Network  
Vehicle Registrations  
Warrants

F.B.I. (NCIC)

MICHIGAN L.E.I.N.

MICHIGAN SECRETARY OF STATE

Stolen Vehicles  
Warrants  
Criminal Histories  
Stolen Property  
(Guns, Articles,  
Boats, Securities)

208 Terminals  
Warrants  
Stolen Vehicles  
Future: Comprehensive Criminal  
History Information

Operators License  
Status & Record Checks  
Vehicle Registration  
Special Vehicle Reg.  
(Snowmobile, Watercraft  
Dealer Plates)

Figure 1.--LEIN Interconnecting Computer Information System.

Records and Identification  
Information

The Records and Identification Division of the Department of State Police traces its origin back to the beginning of World War I. At that time, Captain Ira Marmon, who later served as head of the Identification Division, began with a file of fingerprints which he kept in a shoe box on a wooden desk beside his cot in his quarters.<sup>115</sup> Because of his interest in the relatively new science, his collection continued to grow as an increasing number of local police agencies began forwarding him copies of prints they had taken.

By 1925, the file contained 339,310 fingerprint cards. Then in 1926, the state legislature took notice and decided to formalize the function and support its operation by officially creating a Bureau of Criminal Identification and Investigation within the Department of Public Safety. This authority mandated that all police and sheriff's departments fingerprint all persons arrested for felonies in the state and forward one set of the prints to the newly created bureau. By 1935, the collection of prints surpassed the one million mark, and became the largest depository of fingerprints in the United States, save those in the F.B.I. files in Washington, D.C.

---

<sup>115</sup>Oscar G. Olander, Michigan State Police - A Twenty Five Year History, Michigan Police Journal Press, 1942, p. 133.

Since its official inception in 1926, the Records and Identification Division has been one of the chief information resources of local law enforcement. There is a LEIN terminal located in the Division itself, and as time passes, an increasing amount of information is fed into it, making retrieval by interested agencies all the more rapid.

The scope of the Division today spans a multitude of specific services. These services are extended to all law enforcement agencies, everywhere, as well as correctional institutions, and other agencies of government with a bonified "need to know".

Following is a brief summary of the principal categories of information provided by the Division, and grouped according to the Section which maintains control over the information.

#### Record Section

##### 1. Gun File Unit

This Unit maintains a central state file on all handgun licenses to purchase, safety inspection certificates (registrations), and licenses to carry a concealed weapon. Lost and stolen handgun records are also maintained. In 1970, there were 50,000 requests for information processed, with approximately 95 per cent of them coming from local departments,



or other agencies of government. Also in that year, there were in excess of 1.3 million handgun registrations on file.

2. Stolen Property and Pawn Shop Unit

A central file of all reported stolen property of over \$25 in value is maintained, as well as a listing of property received by all pawn shops and second hand stores in the state. Much of this information is placed in LEIN. Information as to who pawns what merchandise is submitted weekly by owners of pawn shops and second hand stores.

3. Uniform Crime Reporting Unit

By the end of 1970, there were 403 local police agencies in the state contributing monthly statistical information to this Unit. This Unit compiles and publishes statistical data which has proven valuable in numerous research projects. Also this is the central collecting point for data relayed to the F.B.I. for publication in their annual Uniform Report on Crime.

4. Horology Unit

Symbols or trademarks of watchmakers, watch repairmen and jewelers, licensed by the Board of Horology, are on file and serve as an

additional investigative aid. The files contain nearly 1800 separate symbols.

#### Identification Section

1. By the end of 1971, this section had 6.5 million sets of fingerprints on file. Of these, about 55 per cent were criminal, while the remainder were non-criminal and institutional.
2. There is a master file of nearly 700 thousand criminal record jackets of persons whom more than one set of prints have been received.
3. In 1970, over 307 thousand copies of criminal records were mailed out to fingerprint contributors.

#### Modus Operandi and Licensing Section

##### 1. Licensing Unit

This Unit, under the authority of Act 330, P.A. of 1968, regulates and licenses all private police and detective agencies in the state, and assists in the commissioning of railroad policemen. Officers of this Unit conduct background investigations on applicants for agency private police or detective licenses. A file of private policemen employed by these agencies contained over 16,000 names by the end of 1970, and this Unit is responsible for certifying individual employees for private police service.

## 2. Fraudulent Check Unit

This Unit maintains a modus operandi file on bogus checks passed in the state. This includes a name card file of about 90 thousand suspects, with nearly 16 thousand of them having case history jackets. Checks and passers, classified by various modus operandi, provide authorities with an additional investigative tool.

## 3. Confidential File Unit

This Unit maintains a modus operandi file on all known sex offenders who have been brought to the attention of the department. The file now contains over 16 thousand individual case histories. Much of the information in this Unit has been computerized and is available through LEIN.

## 4. Michigan Law Enforcement Bulletin

A semi-monthly Michigan Law Enforcement Bulletin is published by this Section and distributed to nearly 1,200 law enforcement agencies around the state and across the country. This is a current modus operandi type information bulletin on safe burglaries as well as sex and check offenses. Its intent is to keep the law enforcement community

informed on what is occurring around the state, with the hope that through a collective pooling of information, more crimes can be solved. This communications device has proven valuable in many cases.

### Criminal Investigative Services

The Investigative Services Section of the department's Detective Division offers assistance in four principal areas of scientific crime detection:

Scientific Crime Laboratory

Latent Print Identification

Polygraph Examination Services

Voiceprint Identification Services

Each of these types of services comprise a separate Unit within the Section, and are freely extended to any public law enforcement agency in the state.

Crime Laboratory Unit.--The first scientific crime laboratory was an outgrowth of the Identification and Investigation Bureau established in 1926. The State Police crime labroatory, housed at East Lansing Headquarters for nearly forty years, frequently teams up with laboratory specialists and technicians from the Michigan Department of Health. Services have always been available to local law enforcement, and Table 39 on page 201 gives some indication of its use by other police agencies.

TABLE 39.--Crime Laboratory Distribution of Case Load to Law Enforcement Agencies.

| Year | Total Cases | M.S.P. | City Police<br>Departments | Sheriff's<br>Departments | Other Official<br>Agencies |
|------|-------------|--------|----------------------------|--------------------------|----------------------------|
| 1961 | 1,203       | 570    | 460                        | 88                       | 85                         |
| 1962 | 1,178       | 530    | 431                        | 148                      | 69                         |
| 1963 | 1,351       | 531    | 550                        | 172                      | 98                         |
| 1964 | 1,337       | 517    | 572                        | 150                      | 98                         |
| 1965 | 1,626       | 583    | 711                        | 223                      | 109                        |
| 1966 | 1,756       | 536    | 833                        | 254                      | 123                        |
| 1967 | 2,241       | 811    | 1,053                      | 263                      | 114                        |
| 1968 | 2,960       | 1,058  | 1,428                      | 303                      | 171                        |
| 1969 | 3,209       | 1,330  | 1,448                      | 350                      | 204                        |
| 1970 | 4,072       | 1,768  | 1,527                      | 432                      | 345                        |

Source: Michigan Department of State Police Annual Reports for Years Indicated.

Because of the demand for these type services, in 1969 two satellite laboratories were opened in the greater Detroit area. A scientific laboratory at Plymouth opened its doors on April 1, 1969, and six months later, a second laboratory was established at Warren. In addition to examinations of latent prints and physical evidence, each of the laboratories are equipped with an elaborate mobile van which is used for frequent "on the scene" investigations. Along with these services and during subsequent prosecutions, expert testimony in court is given by members of the various Units.

Since their establishment in 1969, both of the satellite laboratories have served the Detroit metropolitan area with increasingly heavy case loads. Each of these Units have a latent print sub unit in addition to their scientific evidence analysis capability. Approximately sixty-five per cent of their work is in service to local police and sheriff's departments. Below is a brief summary of their case load for the years 1970 and 1971.

Plymouth Laboratory.

| Year | Original Complaints | Total Examinations |
|------|---------------------|--------------------|
| 1970 | 2,635               | 299,603            |
| 1971 | 4,618               | 208,255            |

Warren Laboratory.

| Year | Original Complaints | Total Examinations |
|------|---------------------|--------------------|
| 1970 | 2,083               | 100,955            |
| 1971 | 2,988               | 114,886            |

Latent Print Unit.--The Latent Print Unit is actually separate from the Crime Laboratory organizationally, but closely aligned functionally. Over the past decade, the demand for increased services has been rapidly mounting.

Table 40 on page 204 depicts a statistical summary of total latent print examinations and identifications made by the East Lansing Unit for various types of law enforcement agencies. This will provide some measure of increased service and show how local agencies are contributing.

Polygraph Unit.--The State Police maintains a polygraph and examiner in each of the eight Districts. There are two stationed in the Second District. The instrument and the services of an operator are available to any law enforcement agency, prosecutor, or court upon request and without cost. In 1970, the State Police conducted a total of 2,050 polygraph examinations among the eight Districts, more than half of them were for local government. In 1971, a total of 4,583 examinations were conducted, with only 1,732 of them requested by the State Police.<sup>116</sup>

---

<sup>116</sup>Interview with Detective Lieutenant Edward Goss, Commanding Officer of the Michigan State Police Polygraph Unit.

TABLE 40.--Latent Print Examinations, Identifications, and Local Police Serviced.

| Year | Total<br>Exams<br>Made | Total<br>Identi-<br>fications | Suspect<br>Identi-<br>fications | City Police<br>Departments<br>Serviced | Twp. Police<br>Departments<br>Serviced | Sheriff's<br>Departments<br>Serviced | Other Gov't.<br>Agencies<br>Serviced |
|------|------------------------|-------------------------------|---------------------------------|----------------------------------------|----------------------------------------|--------------------------------------|--------------------------------------|
| 1961 | Unk.                   | 590                           | 126                             | 58                                     | 7                                      | 32                                   | 13                                   |
| 1962 | Unk.                   | 683                           | 140                             | 59                                     | 6                                      | 30                                   | 13                                   |
| 1963 | 114,784                | 747                           | 124                             | 71                                     | 5                                      | 27                                   | 8                                    |
| 1964 | 116,384                | 886                           | 146                             | 74                                     | 4                                      | 40                                   | 12                                   |
| 1965 | 163,918                | 862                           | 429                             | 74                                     | 11                                     | 31                                   | 4                                    |
| 1966 | 205,315                | 1,182                         | 218                             | 101                                    | 9                                      | 42                                   | 7                                    |
| 1967 | 323,774                | 1,608                         | 351                             | 100                                    | 18                                     | 42                                   | 13                                   |
| 1968 | 511,218                | 1,958                         | 447                             | 134                                    | 15                                     | 54                                   | 17                                   |
| 1969 | 521,377                | 1,670                         | 409                             | 113                                    | 16                                     | 47                                   | Unk.                                 |
| 1970 | 768,505                | 1,614                         | 372                             | 113                                    | 12                                     | 49                                   | 7                                    |

Source: Michigan Department of State Police Annual Reports for Years Indicated.



Below is a table which indicates the usage made of the instrument at the Second District Headquarters by various requesting agencies for the years 1970 and 1971.

TABLE 41.--Second District Polygraph Request and Usage  
1970 - 1971.

| Year | M.S.P. | City<br>Police | Sheriff | Prosecutor<br>and Courts | Other | Total |
|------|--------|----------------|---------|--------------------------|-------|-------|
| 1970 | 214    | 220            | 15      | 11                       | 82    | 542   |
| 1971 | 329    | 511            | 38      | 45                       | 129   | 1,052 |

Voiceprint Identification Unit.--Voice identification techniques, is considered by many as still in the embryonic stages of development, and this may be. However, a two year project of researching and experience in voiceprint identification was completed in 1970, and the science offers considerable encouragement as to its reliability. Members of the Unit have received nationwide public acclaim for their work, and have even been permitted to testify in court. Research indicates that positive identification can be made from voiceprints by a trained technician, and the future has all the characteristics of rendering it an additional personal identification device as accurate as fingerprints.

Criminal Intelligence Services

The Intelligence Section of the Detective Division, like the Investigative Services Section, is actually considered a part of the line services of the department. However, because of the specialized nature of their work, especially as they relate to other law enforcement agencies, their activities are supportive to area wide police service, and thus the rationale for their inclusion here. In addition to general assistance to local authorities in routine as well as major cases, the State Police offer an intelligence service without equal in the state.

Members of the Intelligence Section, also known as the "I - Squad", all are highly trained and experienced field investigators. They undertake a variety of specialized assignments, and work in close cooperation with local police and sheriffs officers, as well as federal authorities, other agencies of state government, and authorities from other states and countries. It is not unusual for I-Squad officers to work together with Canadian, U.S., and local police officials all on one case. Coordination and cooperation is the theme of their operation.

Organizationally, the Section is subdivided into six Units, each specialized in its own area of operations. However, frequently they join forces when a case crosses lines of functional responsibility, and pursue the investigation using the task force approach.

Attorney General Unit.--Members of this Unit investigate complaints received by the criminal division of the Attorney General's office. The majority are complex in nature, requiring lengthy investigations, and relate to fraud, embezzlement, and similar acts.

Narcotics Unit.--Members of this Unit, developing leads both independently as well as in conjunction with other police authorities, focus on the narcotics traffic in the state. In gathering information and evidence, a considerable amount of undercover work is involved, as well as the use of police informers.

Special Investigations Unit.--This Unit, in existence since 1950, is principally charged with the investigation of subversive activities within the state. This includes, but not limited to, the collection and evaluation of information relating to civil disorders, militant groups, and those persons and organizations regarded as serious threats to our society.

Organized Crime Unit.--Concentrating on the major forces behind organized crime in Michigan, this Unit works with other special units of federal, state and local government. Most of their investigations require extensive surveillance efforts, as well as meticulous care in gathering and evaluating evidence. Their efforts have resulted in numerous arrests and successful prosecutions of major organized crime personalities in Michigan.

Wagering Unit.--Gambling is the commonly recognized number one enterprize of organized crime. This unit concentrates chiefly on major investigations involving large scale illegal gambling activities which feed the coffers of organized crime.

Smuggling Unit.--Investigations of large scale smuggling in the state is this Unit's responsibility. Untaxed cigaretts are a principal target. Multi-state hijacking and inter-state shipment of contraband are examples of this Units activities.

In sum, the combined efforts of these special units perform a function which local authorities, because of geographical restrictions, are rendered completely ineffective. Inter-jurisdictional coordination is necessary for effective results. Membership on several "Metro-Squads" around the state is an extension of the services of the Intelligence Section.

#### Fire Marshal Services

History.--The Fire Marshal function has a long tradition with the State Police. It was first assigned in 1922 when the State Troops were reorganized into the Department of Public Safety. In 1927 the function was withdrawn and assigned to the Insurance Department. In 1939, the function was reassigned to the State Police by the legislature. Subsequent legislation, known as the

Fire Prevention Act (Act 207, P.A. 1941) establishes the organizational structure within the department, gives it Divisional status, and designates the Director as the State Fire Marshal.<sup>117</sup>

Duties and Responsibilities.--Most of the Division's work is allocated to arson and major fire investigation, fire safety, fire prevention, inspections, and providing information and consultation services to local authorities.

Members of the Division numbered thirty-one sworn police officers in 1971, of which twenty-one were in field assignments at the various District Headquarters. The Second District had seven Fire Marshal investigators assigned. In addition, two architectural engineers comprise the headquarters unit along with a clerical staff.

Although the Fire Prevention Act of 1941 authorized State Police officers to investigate fires anywhere in the state, most of their investigations are confined to areas outside of municipally incorporated jurisdictions, unless a specific request for assistance is received from local authorities.

In addition to fire investigations, the Division maintains fire loss statistics relating to: (1) Fatal fires, (2) Large loss fires (\$50,000 loss or more), (3) General fire loss reports on all fires. These reports are

---

<sup>117</sup>

It should be noted that even as this study is being prepared, there is action in the state legislature to again transfer at least part of this function from the State Police to the Commerce Department, which houses the Insurance Bureau.

compiled from data which local jurisdictions are required to submit.

The Fire Prevention Act of 1941, as ammended, empowers the Director of the State Police to adopt and promulgate rules and regulations for the effective administration of the Act, and to safeguard the public from fire hazards. Below is a sampling of various types of specific regulations (and specifications), which the department has promulgated in accordance with the Act.

Flammable liquids

Public Assemblages

Liquified Petroleum Gases

Explosives

Hospital and Institution

School Fire Safety

Fire Escape Specifications

Inspection authority has also been granted to local fire department officials, however enforcement in each instance is a State Police responsibility. Numerous other acts which relate directly to fire prevention are of additional concern to the Fire Marshal Division.

In sum, the Division's principal impact on metropolitan communities is in the areas of fire safety and prevention through regulatory authority, inspections, enforcement, and building construction approval. In these matters, division personnel work closely with local

authorities and the private sector, ensuring that fire safety is an important consideration in building codes, construction, and maintenance.

### Training Services

Training is an auxiliary staff service which the department offers the total law enforcement community. In-service, specialized, or advanced police training has been in demand by numerous agencies. Basic recruit type training, however, has only been provided to one class of forty officers, and that was in the spring of 1970. Departmental instructors do however assume assignments in numerous basic police academies around the state.

Local police officers have been provided the following types of training over the last few years and illustrates the diversification of subject matter officers are called upon to instruct:

Basic Recruit Training

Precision Driver Training for Instructors

Police Instructor Training (General Instructional Techniques)

Scientific Crime Investigation

Michigan Intelligence Network

Arson Investigation

Advanced Traffic Accident Investigation

VASCAR Training

Breathalyzer Operation and Training

Narcotic Investigation  
LEIN Terminal Operation  
Criminal Law and Procedure  
Laws of Arrest, Search, and Seizure  
Sex Crimes Investigation  
Fraudulent Check Investigation  
Safe Burglary Investigation  
Homicide Investigation  
Latent Fingerprint Techniques  
Riot Control Techniques  
Civil Disorder Management (Supervisors & Command  
Officers)  
Civil Defense Emergency Preparedness  
Police Defensive Tactics  
Firearms Safety & Marksmanship  
Motor Vehicle Laws  
Water Safety and Lifesaving  
First Aid, Basic & Advanced

The developing concept now is to train instructors to teach in their own departments, rather than to have the State Police involved in so much end product training. These types of plans are being carried on in close coordination with the Michigan Law Enforcement Officers Training Council.



Civil Defense Emergency Services

The Emergency Services Division of the State Police, formally the Civil Defense Division, has the functional responsibility of administering and coordinating all Civil Defense activities in the state. Effective August 1, 1962, the Michigan Office of Civil Defense, an independent agency, became a divisional unit of the Department of State Police.

In this transfer of responsibility, the Director of the State Police became the State Civil Defense Director. The Commanding Officer of this Divisional unit was designated the Deputy State Civil Defense Director, and assumed the task of administering the state program.

As the magnitude of responsibilities increased over the past ten years, the concept of operation evolved from preparation for a nuclear attack, to that of coordination of all governmental and community resources during any type of emergency situation. Emergency planning for natural disasters, man-made disasters, major industrial or transportation accidents, and even civil disturbances came within the purview of the expanded emergency operation concept.

Coordination of emergency operations on a state wide basis involving federal, state and local resources, in an effort to save lives and reduce property losses, is the general mission. To accomplish this, the federal

government allocates to Michigan, upwards of one million dollars a year in money, property, and special services. Most of the direct financial assistance is on a 50 per cent matching basis, and channeled through the State Police to local units of government in support of local programs.

In 1971, there were 19 local government jurisdictions in the Second District, including all counties, with active Civil Defense programs. These programs in effect serviced over 4 million people. Although many of these services suffer from what may be termed "low visability", nevertheless they fulfill an important role in community emergency preparation, and should disaster strike, as it already has in some sections of the state, Civil Defense would suddenly assume an extremely important and much more visable position.

## CHAPTER VI

### ANALYSIS OF FINDINGS

Using the central question of this thesis posed in Chapter I as the principal point of focus, the findings presented in Chapter V will be discussed as they relate to the two stated objectives and three hypotheses.

In prefacing the discussion, it is stressed that caution should be exercised in any extrapolation of the findings to other law enforcement agencies. Although certain general applications may be valid, the fact that scores of variables interplay make a valid transfer difficult unless controls are established and appropriate qualifications cited. It is felt however that the extrapolation of findings to other Michigan State Police Districts and Posts may be made with less reservation.

#### Discussion of Question

Question: What happens when a traditionally rural law enforcement agency becomes engulfed in the urban scene?

The environment is first to change, followed by the various and sundry organizations which function within it. Lastly, but inevitably, government changes and adjusts

to the demands of the people who are a part of the environment.

This is exactly what is taking place in southeast Michigan. The environment has changed drastically over the past thirty years. Populations have nearly doubled. Substantial increases are also noted in the number of cities and local police officers serving local communities.

Government, however, changes only as it is forced to by external forces--people pressure. The police service is a part of government, and aside from the advances in technology, which has been significant, the organizational structure and system of most police departments is not unlike it was thirty years ago. The mission is basically unchanged, and for the most part, the police are using the same approach to old (and new) problems, only with a different set of tools. This is true of the majority of police agencies, including the Michigan State Police. The mission of State Police line operations--crime control, traffic enforcement, and public service--remains relatively unchanged, and so has the system of carrying out the mission through line operations. The problem is not in the mission, but rather in the means of accomplishing the mission, referring to systems and processes rather than hardware.

The system or approach changes only as the people who are directing the system change. This is a slow process, particularly when command personnel turn over is slow. A progressive executive and/or a handful of innovative middle management type persons help. But not until the upper ranks are saturated with these types will sufficient momentum be propelled to accelerate needed change and close the gap between what the community needs and the organization should deliver.

The first twenty-five years of the Michigan State Police saw the organization develop from a mounted calvary type force, to motorcycle, to radio equipped patrol car. Traffic enforcement and criminal investigation, using a basic "one to one" approach were the principal functions.<sup>118</sup>

The second twenty-five years produced a variety of means of doing the same kinds of things, still using the basic "one to one" approach.

During the 1960's, and the last five years in particular, state law enforcement in Michigan has established a computer complex of informational systems as one channel of service, and scientific criminalistic laboratory services as another. It's these type of functions, using a "one to many" approach, which create waves of impacts, on the

---

<sup>118</sup>The "one to one" approach refers to one officer relating to one person in the day to day performance of general law enforcement services.

department itself, on local law enforcement directly, and the public indirectly.<sup>119</sup>

Despite the fact that urban populations are multiplying and enveloping our State Police Posts, the activity summaries indicate that more and more manpower is continuing to be deployed in these areas. Although the population of the Second District has less than doubled since 1940, the total number of State Police personnel has increased by 445 per cent. During the same period, local law enforcement, excluding Detroit, has increased by 434 per cent.

In addition to assuming new and expanded functions referred to earlier, the same traditional services remain unchanged. The amount of time given to the patrol function remains relatively stable across the years. The same is apparent for the investigative and traffic type functions.

In short, what has happened is that the department remains unchanged in its attempt to render traditional and personalized police service despite the growth of new cities; the increase of local police agencies; and the population surge. Gradually, however, the department has assumed an expanded role, that of auxiliary staff services

---

<sup>119</sup>The "one to many" approach refers to one policeman (or civilian departmental employee) who through an intermediate third party, services or in some way affects several or a multitude of persons. The computer operator is an example of such a person. So is the crime laboratory specialists, or the project coordinator of a law enforcement program relating to many people. However, it is not the people who are at issue here, rather it is the system by which work is accomplished.

of several types, in which the public is serviced indirectly through third party agencies. Two separate and distinct types of service--traditional line operations and auxiliary staff services--both important, but not necessarily with the same degree of impact or benefit on masses of people.

### Discussion of Objectives

Objective Number 1: Profile operationally defined State Police line functions in the Michigan State Police Second District between 1940 and 1970 inclusive.

In statistically profiling Second District line functions, both as individual Posts and as a collective composite, four types of measures were used.

First, a Population Summary depicted the population growth in each of the Post areas, as well as the combined District. This is deemed a relatively accurate identification of raw population and population density figures for the respective area, and provides one measure of urbanization. Although urbanization is measured by many criteria, the population growth relates directly to each criteria, and therefore represents the primary factor. Breakdown by incorporated and unincorporated jurisdictions provide additional insight into those jurisdictions which directly pertain to State Police line operations.

Secondly, the growth of law enforcement agencies and their corresponding personnel strengths provide some

indication of other police resources available, either to assume the primary responsibility for local law enforcement, or render assistance to other police organizations. This data is pertinent, because theoretically, the greater the local law enforcement capability, the less dependence on state resources, which may then be reassigned to areas of lesser local law enforcement capability. If one accepts the premise that basic day to day policing is a local responsibility, as they become more self sufficient, traditional State Police line services should become less essential. These tables relating to local law enforcement give a general picture of this type of expansion within the District and respective Posts, and do contribute to the general profile of law enforcement strength capabilities.

The third measure, that of a Post and District Activity Summary is the statistical base for skeleton profiling of State Police line services. Population density provides a common measure of urbanization development and provide an overlay by which State Police activities may be compared. A wide assortment of data is provided by which comparisons may be made. Because of the enormous and varied statistical comparison possibilities, the surface is hardly scratched in this study. However, some prominent observations are made and will be discussed later. Others are left for future inquiries.



The fact that urbanization has failed to alter the State Police in the pursuit of their traditional mission is confirmed in these statistics. That is to say uniform patrols are still active, crimes are regularly being investigated, traffic enforcement action taken, etc.

The fourth measure, a graph depicting the "Ratio of Man Hours to Population Density", depicts the extent of man hours expended in three major functions to the density of the population. In other words, a comparison of productivity (man hours expended) related to population density on a graphic scale.

What this does not show is:

1. The quality of police service rendered, which is a very subjective evaluation at best.
2. How this compares to the impacts of other law enforcement agencies.
3. How this compares to the total law enforcement effort in the community. (This would actually be another dimension of #2 just stated.)

It does, however, provide a valid inter-Post and intra-District comparison measure, and to this extent, its contribution to the profile is of value.

Although the four measures have obvious limitations, and do not represent what is totally desired, they do offer a departing point for further inquiry, and comprehensively depicts base data heretofore unassembled.

Objective Number 2: Profile auxiliary staff service functions within the Michigan State Police Second District.

The second major objective, that of briefly describing nine principal auxiliary staff services of the department, portrays the organization as something other than a traditional police agency. Although a few of these type services had their beginnings many years ago, most of the significant advances have been within the last decade. In these functions, the department assumes a new posture of public service. These types of services, although less visible to the public, indirectly impact on greater numbers of people.

To public relations minded persons, these auxiliary programs are of lesser importance, because the organizations name and symbol is only in the background. Service, not image is at issue in this study, and public relations effects although essential, is a separate consideration.

The nine profiles, although brief, provide a general idea of the types of "other" services rendered by the department to the people of Michigan. They impact on persons in incorporated as well as unincorporated jurisdictions. The greater the masses of people, the greater the potential for impact. Shortcomings as well as strong points are identified. Where these types of services are used internally for the good of the organization alone, and exclude the involvement of other agencies, the compound of benefits to general populations tends to decrease.

Objectives Summarized

What these two profiles denote most is that the organization has undergone significant recent change. First, it is clinging to the "tried and proven" traditional law enforcement functions, for which there is an apparent demand, even in those areas where local police agencies abound and assume the major task of community policing. This is only as should be really expected, after all the State Police have been operationally active in some of these areas for 25 - 50 years, so why should they seek different avenues of service.

The situation at the Warren Post perhaps illustrates the point well. This Post did not relocate until after there was a population of nearly 3/4 million people in the Post area; about ten per cent of the entire state.

The situation at the Detroit Post is even greater, with about 2.7 million people (including Detroit City), thirty per cent of the states population resides in the geographical Post area. Less than 200 thousand, however, are in unincorporated areas, with over 70 thousand of these in totally urban Redford Township.

Secondly, the profiles portray the emergence of a new major role for law enforcement with the expansion of the auxiliary staff service functions. In this role, the organization functions in direct support of line services, both intra and inter departmentally. The information

assembled suggests that where traditional State Police operations are phased out because of urban expansion, the new role of providing assistance to local government through auxiliary staff services is phased in. How rapid the process is depends on several controlling factors, not the least of which is departmental executive philosophy and leadership direction.

### Discussion of Hypotheses

1. As Population density increases within a given geographical area, the impact of Michigan State Police line operations on the crime problem will decrease.

It was presumed that as population increases in a given area, local governmental services, such as law enforcement, would likewise increase, thus negating the need for additional state support. This, it was theorized, would lead to a gradual phasing in of local police operations and a phasing out of state police operations.

On the basis of the research findings, this is not necessarily so, and therefore the hypotheses should not be accepted as stated. Admittedly, without a greater identification of the total crime problem, it is difficult to ascertain the total impact of State Police forces on the problem. The difficulty being that reliable statistical data is not collected by geographical area in sufficient

depth. However, even with the limited data available, combined with a solid identification of departmental activity, several observations can easily be made.

First, viewing the Second District as a whole, and examining the Activity Summary and "Ratio of Man Hours to Population Density" graph, it is noted that as population density increases in the district, so does the personnel strength. This leads to a generation of increased police activity resulting in more man hour expenditures, more arrests, more vehicle miles traveled (specifically in the "other complaint" category), and more original complaints received. These general increases, although varied among the Posts, exceeds the rate of population growth.

For example, in addition to major increases in personnel strengths, total man hours of output has tripled over the last three decades in the district. Since 1955, arrests are up in excess of 400 per cent, while complaint arrests are up nearly 100 per cent. Likewise total complaints received have more than doubled.

These observations are reinforced by the Second District graph relating man hours to population density. Here investigative activities, as they relate to population density has steadily increased since 1940. Patrol activity, which is both traffic and crime prevention oriented, increased until 1960, after which it has decreased. This further reinforces other findings, because when patrol

activity declines, other activities must be consuming the officers time, with only two major alternative functions to choose from--crime or traffic. As will be noted later, both of these functions are up.

Close study reveals that the patterns are similar in several of the individual Posts, with Warren exhibiting perhaps the greatest divergence. Without exception, every Post in the district experienced a decrease in man hours-population density ratios as related to patrol activity during the last ten years, and all save one (Warren Post), showed an increase of investigative type activity.

It is still difficult to relate this directly to the "total" crime problem, because the "problem" cannot be established by geographical area to the satisfaction of the writer. This is a major deficiency in the crime reporting system. Despite the lack of a definitive total problem, what appears to be taking place as far as the State Police is concerned is relatively clear.

State Police manpower is continuing to be dispatched to urban centers where the people are, and thusly increased work loads. Simple arithmetic confirms that more policemen in an area with more people will equal an increased work load.

In deploying manpower, consideration of what they are doing, how they are doing it, who else is doing the same thing, and who can perform what functions best are additional management considerations which should be recognized.

Indications are that State Police line forces have an increasing impact on criminal activity as population density increases--up to a point. After a certain equalizing point is reached (which may differ between areas depending on other factors), their influence declines.

What has actually happened is that additional manpower continues to be deployed, despite the fact that urbanization and local law enforcement is expanding, and not until the state is "forced out" by the nearly total incorporation of the area, do they move.

In short, State Police forces are justified on two basic premises: (1) An area is unincorporated territory, and (2) There is police work to do. The validity of this type of rationale alone is questioned.

2. As population density increases within a given geographical area, the impact of Michigan State Police line operations on the traffic problem will decrease.

The basic presumption of gradual local law enforcement phase in and State Police phase out operations was

the theory behind this hypotheses, as it was in the first. In considering this statement, there's more available traffic data from which to draw comparisons from, and consequently, inter-relationships become increasingly complex and difficult to sort out.

The problem is in identifying which portions of the data are the most relevant and meaningful. There are a great many variables which can affect certain segments of the data and thereby skew the whole profile. For example, the fact that a new expressway traverses a Post area may cause an influx of patrol hours, miles traveled, etc., without much mention of this or other changing conditions.

It is noted that no identifiable pattern of traffic activity was commonly developing between the various Posts. They are all different. Some show increase in some traffic related activities and decreases in others. Because of this, the compiled Second District statistics were primarily used in the analysis, with only limited reference to Post activity.

Considered of major significance was the data relating to "Reported Traffic Accidents by Second District Posts" and "Traffic Offense Arrests by Second District Posts by Type of Highway". See Tables 6 thru 9 on pages 118, 119, 121 and 122.



These tables clearly indicate that in areas of high population density, Posts are policing a fewer percentage of the rural traffic accidents. The Detroit Post investigated only 4 per cent of the total rural accidents in 1969 and 3 per cent in 1970. The Warren Post likewise investigated 5 per cent in both years. The Pontiac Post was at 9 and 10 per cent for the same respective years.

Tables 8 and 9 on pages 121 and 122 give some indication of where traffic enforcement is taking place. Here those Posts with major Interstate highways is evident. Particular note should be taken of the per cent of traffic enforcement performed on "City Streets". The Detroit Post has 17 per cent in both 1969 and 1970 while again the Warren Post has 11 and 10 per cent respectively for the same years. It is also apparent that "County Roads" instead of state trunklines, are receiving a large percentage of traffic enforcement attention, frequently exceeding 50 per cent.

Statistical data relating enforcement by type of highway to traffic accidents by type of highway was not available, but should be researched and a part of any area wide selective enforcement program.

Without exception, traffic service type of activities are up across the district. This is reflected in all of the raw statistical data as well as the man hour--population density graph. However, close examination

of the data shows that the increases are greatest in traffic complaints of a non accident investigation nature (comp. 3.1 - 3.4; & 3.8), and "other traffic work". It is speculated that the surge in the latter could be because of a dramatic increase in cases going to court which in turn may relate to the new Michigan judicial system. There are no major increases in traffic accident investigations across the district, in fact decreases are quite common in several Posts. This is especially significant when considering the greater numbers of personnel assigned, average on duty per day, and the population density. The Detroit and Warren Posts are again cited as examples where sharp decreases occurred.

There is no central depository of information relating to the total traffic problem, and the types of information which are available are fragmented at best. For example, information regarding total traffic arrests by county, district or some other geographical area is unavailable, say nothing about which departments took the enforcement action.

Even though this type of information is not readily available, the information which is available suggests that local police departments are doing the major share of the traffic policing as population increases. At the same time, State Police activity does not lessen in raw statistical output, and what apparently happens is that

departmental activity builds along with population. An equalizing point is reached, as it relates to population, and then decreases. General comparisons give ample indication to this trend. This has not yet occurred in the Second District as far as "Traffic Services" are concerned, however there is only a single decade plotted by which to draw conclusions.

On the basis of all the data presented, there does not appear to be sufficient evidence to sustain the hypotheses as it is stated. The same rationale prevails here as in the first.

Again, departmental tenacity is exhibited through its unwavering commitment of providing traffic law enforcement services to unincorporated areas of the state despite the urbanization taking place.

3. Auxiliary staff service functions of the Michigan Department of State Police have a greater impact on urban law enforcement than line service functions.

Manpower deployment alone is an unreliable indicator of police services rendered, either quantitatively or qualitatively. Personnel assigned to a particular function, hours worked, arrests made, miles traveled, and complaints investigated all can be easily counted, tabulated, and equated to services performed. It is submitted that the figures are little more than that--figures. Equating this

type of data to public service is quantitatively difficult at best, because of extensive voids in data collection, and qualitatively impossible, requiring a great deal more sophistication than simple arithmetic.

The value of some of the auxiliary staff services described have been recognized for many years. Others are relatively recent products of technology. Still others are simply the result of demands for additional services, and the State Police was a convenient agency in which they may be housed. The end result is a diversification of services and a steady trend toward specialization.

In examining the nine auxiliary staff services mentioned, it is obvious that each is designed to provide an area of expertise not normally available within local departments. Even the Highway Safety Planning Division, often times thought of as a "clearing house" and fiscal dispensing center for federal monies, provides a technical research capability in the area of traffic safety.

The Fire Marshal Division and the Emergency Services Division each impact on local government and masses of people in a very indirect manner. The extent of these impacts have only been measured in the most superficial manner, and their total influence, or potential influence, can only be speculated upon.

Computer information systems, central record depositories, personal identification centers, along with general and special criminal investigative services, utilize the latest and most modern means of technology. This same type of service is extended by the Safety and Traffic Division through its computerized processing of traffic safety data. It's these support type of services which increases the law enforcement operational capability within a state. Untold millions are served through indirect channels, using local agencies as an intermediary.

Training services, although traditionally thought of as an "in house" type of function, has in recent years expanded its services to the general law enforcement community, and today impacts in many different areas of police training. Several hundred local officers are trained each year by State Police personnel in basic as well as in-service academies. The influence is further extended when training received is passed on to members of their own local department, other agencies, or the public in general. This is not to suggest that training services to other agencies have been maximized, because they have not. The potential and capability for participation in local police training programs is far greater than presently being offered.

Criminal intelligence activities provides a coordinative function which individual police agencies, because of limited jurisdictions, cannot provide. Although in some respects these activities are closely associated with normal investigative functions, they differ in the scale and complexity of criminal investigations undertaken. They require concentrated efforts and expertise in organized criminal activities, techniques, and strategy.

On the basis of these brief but conclusive observations, it is felt that this third hypotheses has been substantiated. Where line services were described as primarily a "one to one" relationship, auxiliary staff services exhibit a "one to many" relationship. The effects of these types of services are multiplied as populations increase and urbanization develops.

#### Summary

In summary, the question of what happens when a traditionally rural law enforcement agency becomes engulfed by the urban environment was examined. Findings indicate that traditional police services continue to be carried out in whatever geographical area remains unincorporated. Overlapping and duplication of line services among different agencies increases with little coordination. When the unincorporated area disappears, a site for a new Post location is sought and it is moved outward. Little

consideration has been given in the past to eliminating the Post, only to moving it.

The objectives of profiling State Police line functions and auxiliary staff services were accomplished in a statistical and narrative presentation respectively. Although the profiles were by design broad and general, sufficient data and information was provided from which comparisons and observations could be made.

Because of a continuing effort on the part of the department to provide traditional line services despite population growth. Statistics seem to indicate that Hypotheses #1 should be rejected as stated. This continues to a point of eventual equalization, which differs by area, until local law enforcement finally takes over and begins to assume the major role in community policing. When the State Police move out to less populated areas, their influence continues to be felt through the various impacts of auxiliary staff services which actually co-existed with line services for some time.

Hypotheses #2 likewise appears not to be supported by available data. This is particularly evident in information obtained from the Safety and Traffic Division in computer printouts. Further, indications are that local law enforcement usurps the State Police line operations in matters relating to traffic enforcement only after a build up of departmental activity, followed by an overwhelming influx of people.

Hypotheses #3 is believed to be sustained because of the extended impacts of auxiliary staff services as populations multiply. Although these observations are admittedly subjective, and not scientifically "proveable", there is substantial statistical data available to give a clear indication that the impacts are many, varied, extensive, far reaching, and more productive percapita than those associated with line services.



## CHAPTER VII

### SUMMARY, CONCLUSIONS, AND OPERATIONAL ALTERNATIVES

#### Summary

Created during a time of international crisis, the Michigan State Police organized in 1917 to serve as a home front security force during World War I. Its war oriented mission was to fill the void left by the National Guard which was called into federal service.

Following the war there was expressed interest by many to retain the newly created force to serve as a civil law enforcement arm of state government. Legislation was enacted granting general police powers to the semi-militia force and charging them with state wide peace keeping responsibilities.

This of course was during a time preceeding the urbanization boom, and while rural government in Michigan was the dominant political force in state politics. From its inception, there is no evidence of intent on the part of the Michigan State Police to usurp the police responsibility of local government. Rural law enforcement, particularly to those areas of the state deficient in

police protection, and, assistance to local police agencies, has been the traditional mission of the department.

The department has always maintained a detachment of Troopers in southeast Michigan. The rationale has been that this is where the major concentration of population is, and as taxpayers, they are entitled to a fair amount of police services. Also, along with high populations comes increased crime and traffic problems, as well as a demand for additional police services.

Originally, the Michigan State Police assumed a rural law enforcement type posture, and generally restrained themselves from performing field type operations inside the limits of incorporated jurisdictions. Then as the population increased, the urban complex spread out in all directions. The closer in areas incorporated first, and urbanism rapidly displaced ruralism around the city of Detroit. Within a few years, even the unincorporated areas were becoming urbanized.

With this era of urbanization came a strengthening of local government and a build up of governmental services, including law enforcement. It was a gradual process between 1920 and 1940, and as the environment changed in a relatively low key but yet discernible manner, there were relatively inconsequential effects on traditional State Police services.

Since World War II, however, the scene has changed greatly. The State Police in the Second District find themselves no longer in the role of a rural police agency. The District is largely urban, and the State Police have been caught up in an enveloping urban transition. The departments response to this type of change is the focal point of this thesis, and seeks to explore what happens to a traditionally rural police department when it becomes engulfed in the urban scene.

To assist in determining this, the writer attempted to profile in general terms, operationally defined State Police line functions as well as auxiliary staff service functions in the Second District. These profiles provided data and information on which three hypotheses were examined.

It was hypothesized that as population density increased within a given geographical area, the impact of Michigan State Police operations on the crime problem would decrease. The same statement was made and applied to the traffic problem.

The third hypotheses asserted that auxiliary staff service functions of the Michigan State Police have a greater impact on urban law enforcement than line service functions.

It was rationalized in the first two statements that as population increases and the manifestations of urbanization become more pronounced, local government will

gradually assume political dominance, and normal local governmental services, including law enforcement, will be phased in, while the need for state (police) services will be phased out.

An analysis of the data and information presented in Chapter VI indicates that these first two hypotheses are not necessarily correct. Statistical data collected between 1940 and 1970 indicates that as population increases in a given area (Second District), the State Police have matched this increase with the deployment of additional manpower. The results show that increased population, plus increased police manpower, equals a larger activity "scorecard". The spiral continues, and as long as an area remains unincorporated, it is considered "open territory", and the State assumes an "obligation" of providing police service. There are exceptions to this of course, but generally this seems to be the pattern.

The result of this is that in several areas of the State, especially in the Second District, it is not uncommon to have the State Police, as well as several layers of local law enforcement all providing coverage to the same area and population. These overlapping services are legitimized by those involved by claiming there is work enough for all agencies, and perhaps there is in some cases. When this overlap becomes excessive, competition sets in between departments, which in no way contributes to the public interest.

This continuous build up of overlapping police services continues until one of two things happen. Either the area incorporates, thus firmly establishing local government as the primary policing authority, forcing the State Police to abandon the area. Or, if the area doesn't choose to incorporate, as Redford Township in Wayne County has so elected, the area becomes so urbanized anyway that the environmental conditions are nearly identical to those which are incorporated. These areas provide their own police service, even though not incorporated, and in effect assume a dominant law enforcement posture. As this happens, the impact of State Police line services diminishes. This point of diminishing impacts in all probability is different in the various areas, depending on a totality of the existing conditions.

This is exactly what happened in Warren before it relocated to New Baltimore in 1971. From all present indications, the situation will repeat itself in New Baltimore within the next decade. The situation has advanced even further at the Detroit Post, for this Post has long ago ceased making a significant contribution toward the total crime and traffic problems in that area through traditional line services. The one area where it is making an impact, however, is on the expressway, where they are making between 35 and 40 per cent of their traffic offense arrests.

The third hypotheses appears to be an acceptable statement. Auxiliary staff services which the State Police render, especially in the Second District, impact in more ways on more people than the traditional line services. Statistical data presented concerning people-services and monies expended corroborates the narrative portion of this profile. The majority of these functions provide public service through a third party, normally a local police agency. By so doing, the local law enforcement capability is extended, and duplication of services reduced. The very nature of most of these services suggest that a technical expertise is required, or an expenditure of monies which would be prohibitive to local goernment. Some of these services, by their very nature, are a state function, and is simply another channel of service which the State provides local government.

In short, the State Police provides two distinct types of services: (1) General law enforcement line services of a traditional nature, and (2) auxiliary staff services designed to extend the capability of local law enforcement and government.

In the past the department has been very tenacious in holding to its role of providing general police type services despite the growth and expansion of the urban community. It is believed that it is this tenaciousness, apparently corroborated by the statistical profile in Chapter V, which necessitated the rejection of the first two hypotheses.

### Conclusions

Since 1940, the population of the Second District has increased from 2.6 to 4.7 million people. Of this high in 1970, only about one million people actually reside outside of the corporate limits of the District's eighty-five municipalities. Many of these, however, reside in high density unincorporated communities, and can not be considered non urban by any standard of measurement.

Present growth and expansion trends indicate the population is gravitating in a north and northwest direction. How long this will continue is uncertain, however the Detroit Edison study projects a continual expansion in those directions and a doubling of the population in the next thirty years.

In examining the total urbanization process in the metropolitan area of the Second District, the following conclusions have been drawn:

1. The Michigan State Police have expended considerable manpower rendering traditional line law enforcement services in the Second District.
2. Many of these services are being performed in communities where existing local law enforcement agencies are functioning. Some agencies of local government are more capable than

others, and thus a disparity in level of services between jurisdiction is suspected.

3. There have been few serious efforts on the part of state or local government to examine the role of each as they relate to the total law enforcement effort, and thus a fragmented, non coordinative law enforcement system exists in the urban Detroit metropolitan area. This type of system is inefficient, expensive, and not in the best interests of the public.
4. Auxiliary staff service functions of the State Police provide minimal overlap and duplication, while at the same time permit all departments to extend their present capabilities.

On the basis of the information presented in this study, as well as the above four conclusions, the following recommendations are made:

1. The overall mission of the Department of State Police should be re-examined, carefully defined, and incorporated into law by re-writing the State Police Act.
2. Local government should be encouraged to provide their own police service. Where these services are extended, the Michigan State Police field forces should be phased out as much as possible. The patrol function is of primary concern. This



writer suggest that the State Police should not actively patrol urban centers, incorporated or not, if they have a full time police department capable of providing a reasonable level of service. State Police manpower can be put to better use elsewhere. For example: This author believes the State Police have no business patrolling urban areas such as Redford Township in Wayne County.

3. In order to minimize overlap of service, maximize present personnel, and increase significant productivity of State Police services, alternative law enforcement type functions should be explored and initiated according to a master State Police plan. No such plan exists today.

There are a number of operational law enforcement alternatives which have yet to be identified and examined in depth. In the final section of this chapter several are discussed which may be worthy of further inquiry.

#### Operational Alternatives

It is erroneous to equate police service with manpower deployment. Nevertheless this is done and the argument is made that the presence of the "State Trooper" is assurance of the departments intent to provide service to the taxpayer. It is submitted that the State Police

can equal or better its law enforcement contribution through the expansion of additional channels of service.

This should not be interpreted that field operations should be dispensed or even curtailed. What it does suggest, however, is that in urban areas, where State Police field operations compete or overlap with local police operations, the State Police should search out alternative types of police services, before they are moved out completely through the urbanization process and left with nothing. This would mean a total reassessment of the departments mission in the urban community.

This is all based on the premise that law enforcement is fundamentally a local responsibility, and that generally local government is capable of providing certain basic police services in an adequate manner. These include patrol, routine investigations, traffic enforcement, accident investigations, as well as numerous other similar type activities. The State should provide these services only when and where local government fails to assume sufficient responsibility for the protection of their citizens and needs State assistance.

Also, there are certain types of services which for various reasons, local government cannot perform, or at least is inherently less efficient in performing. These include, but are not limited to, many of the services identified in Chapter V as State Police auxiliary staff services. Economics is often a prime decider in many cases.

Therefore, with these premises established, the following are a few examples of this writers concept of operational alternatives for State Police law enforcement.

#### Inter-Urban Freeway Patrol

As pointed up in this study, there is presently little coordination between police departments as far as policing the metropolitan freeway system is concerned. The task is usually performed by the city whose jurisdiction the highway passes through, and disparities of service are common.

It would appear that the responsibility for the State's freeway patrol, to include all metropolitan areas, could be a legitimate State Police function. This is an inter-jurisdictional problem, and utilizing an agency with inter-jurisdictional authority seems to be a logical approach.

This was done in California in 1966, when, after an exhaustive study of the entire problem, legislation was passed directing the California Highway Patrol to assume primary responsibility for policing the total freeway system of the State.

Implementing such a program would not be without challenge. Problems such as political opposition, enabling legislation, communications systems, personnel, and central coordination of activities are but a few which may be anticipated.

How this might affect other State Police activities, functions, and services is unknown, and should most certainly be included as part of a feasibility study in which all aspects of the problem are explored.

A side benefit of such a program in the Detroit metropolitan area is that a sizeable task force of uniformed Troopers would be retained in the area, ready for dispatch to any emergency situation which may develop.

#### Expand Existing Auxiliary Staff Services

Scientific Crime Laboratory.--Most of the existing departmental auxiliary staff services are not functioning at near maximum efficiency. The crime laboratories for example, have a far greater operational potential than they are presently able to deliver. There are numerous microbiological and chemical tests, comparisons, and areas of scientific examination which they are lacking personnel, facilities, or equipment to increase present capabilities. Neutron Activation Analysis, a relatively new area of scientific crime detection, will be making greater contributions to law enforcement in the future and deserves increased attention.

What has been said about the crime laboratories also pertains to other crime investigative services requiring a minimum level of technical expertise, such as voice identification, latent print identification, polygraph science, etc.



Criminal Intelligence Services.--Criminal intelligence activities could be expanded, provided they are used as an information and fact gathering agency, with minimal emphasis on "low level" end product activity. This means that intelligence officers should concentrate their efforts on developing working relationships with local law enforcement officials in a united effort of criminal detection. Care must be taken to ensure that the function doesn't become strapped with the small time criminal element alone, and, with State Police officers working independently of local authorities.

Organized crime is big business in Michigan and local police departments are completely non equipped to cope effectively with the many manifestations of the problem. The "metro-squad" concept, where officers from several jurisdictions pool their manpower resources together in a united effort to combat a specific type of criminal activity, has proven successful in narcotic investigations. The concept also has merit in combating professional criminal activity of other types, such as safe burglary gangs, armed robbery bands, confidence swindlers, fraudulent check passers, and inter-jurisdiction high-jacking and traffickers in contraband and stolen property, to name but a few. These types of organized criminals escape the grasp of local authorities by fleeing between cities.

If additional personnel assignments could be arranged, and detachments of police officers specifically deployed in these types of groups, the impact of the State Police would be multiplied with every such special investigation team formed.

Training Services.--Requests for police training are being received as never before. The Training Division of the Department of State Police coordinates all instructional assignments by departmental personnel. The requests have been so great in recent months, that many of them had to be referred elsewhere because it was cutting into the departments field operational duties. According to the 1970 Training Division Annual Report, State Police officers appeared in thirty basic police schools around the State and instructed before 1,092 new police officers, giving a total of 1,063 man hours of classroom instruction time.<sup>120</sup> In addition, departmental personnel instructed before 1,954 local police officers, fire officials, and other civilian persons in an assortment of specialized instructional assignments. These included bomb schools, criminal law, juvenile law, water safety, crime investigation, motor vehicle inspection, and many more.<sup>121</sup>

---

<sup>120</sup>Michigan Department of State Police, Training Division Annual Report, 1970.

<sup>121</sup>Ibid.

The writer views the training role of the State Police, as it relates to other police agencies, as primarily training for local police instructors, rather than end product training. Train an instructor representative of local government and let him teach the subject in his own agency.

The only exception to this might be in basic orientation recruit training, where the initial training process is deemed of particular significance because of the importance attached to first impression indoctrination.

Other Special Services.--There are other specialized State Police services which are deserving of further attention. Traffic safety research, vehicle inspections, and selective enforcement represent one important area of concern. Computer information systems extended the capabilities of police officials more than any other single technological breakthrough. Today the technology is known for numerous new applications of the system and only money and time serve as major restrictions.

Specialization is rapidly becoming the key to effective law enforcement operations. This trend is underscored by the rapid expansion of auxiliary staff type services over the past decade, and it is in these areas of service that the State Police are creating the greatest impacts on people, particularly in the urban centers of Michigan.



Redeployment of Field Personnel

Eliminate an existing State Police Post? Move it yes, but eliminate it? That wouldn't be organizationally sound. This type of rationale depicts conflict between organizational goals and public service goals discussed in Chapter II.

In areas where extensive overlapping of field forces are found to exist, perhaps consideration should be given to reducing the number of personnel assigned by relinquishing certain types of services to local authorities. Perhaps in certain cases, a Post should be discontinued completely.

These types of actions would free personnel for reassignment to other Posts or specialized assignments where their contribution would be more significant to the total organizational mission.

Postscript

Much has been presented and discussed in the pages of this study in an effort to descriptively profile the Michigan Department of State Police responses to a changing urban environment. Perhaps even much more was left undiscussed which could have been included. But where does it end? If in the days and years to come this document

challenges innovative thinking which results in positive administrative action, it will have served a worthwhile purpose.

## BIBLIOGRAPHY

## BIBLIOGRAPHY

### A. Public Documents

- State of Michigan. Act 59, P.A. 1935.
- State of Michigan. Act 203, P.A. 1965.
- State of Michigan. Act 220, P.A. 1968.
- State of Michigan. Act 187, P.A. 1970.

### B. Books

- Downs, Anthony. Inside Bureaucracy. Boston, Massachusetts: Little, Brown and Company, 1967.
- Doxiadis, Constantinos (Study Director). Emergence and Growth of An Urban Region--The Developing Urban Detroit Area, Volume I: Analysis. A Project of: The Detroit Edison Company, Wayne State University, and Doxiadis Associates. Published by The Detroit Edison Company, 1966.
- \_\_\_\_\_. Emergence and Growth of An Urban Region--The Developing Urban Detroit Area, Volume II: Future Alternatives. A Project of: The Detroit Edison Company, Wayne State University, and Doxiadis Associates. Published by the Detroit Edison Company, 1967.
- Etzioni, Amitai. Modern Organizations. Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1964.
- Gerth, H. H., and Mills, C. Wright, translators. From Max Weber: Essays and Sociology. New York: Oxford University Press, 1964.
- Olander, Oscar G. Michigan State Police--A Twenty Five Year History. Michigan Police Journal Press, 1942.

Saunders, Charles B., Jr. Upgrading The American Police. Washington, D.C.: The Brookings Institution, 1970.

Schein, Edgar H. Organizational Psychology. Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1965.

Smith, Bruce. Police Systems in the United States. New York: Harper and Brothers Publishers, 1949.

Wissink, G. A. American Cities in Perspective. Royal Van Gorcum Ltd., Assen, The Netherlands, 1962.

### C. Reports

American Bar Association. Organized Crime and Law Enforcement. A Report of the Commission on Organized Crime, 1951.

\_\_\_\_\_. Organized Crime and Law Enforcement. A Report of the Commission on Organized Crime, 1952.

Council of State Governments. State Responsibility In Urban Regional Development. A Report to the Governor's Conference, 1962.

Hoover, J. Edgar. Uniform Crime Reports. U. S. Gov't. Printing Office, Washington, D.C., 1940-1970.

Katzenbach, Nicholas. Statement before the Senate Judiciary Committee on Criminal Laws and Procedures, March 1966.

Kennedy, Robert F. Statement before the Senate Judiciary Committee on the Attorney General's Program to Curb Organized Crime Rocketeering, June 1961.

Mattson, J. O. "Modern Police Problems in Urban Transportation," The Police Yearbook 1966. International Association of Chiefs of Police, Inc., Washington, D. C., 1966, 361-66.

Michigan Department of State. Registration of Motor Vehicles, Titles, Operators, Chauffeurs, Etc., Years: 1940, 1945, 1950, 1955, 1960, 1965, 1970.

Michigan Department of State Highways. Total Interstate and Freeway Mileages by County, May 1, 1971.

- \_\_\_\_\_. Highway Needs in Michigan, An Engineering Analysis.  
In cooperation with the Michigan Good Roads Federation, 1948.
- \_\_\_\_\_. City Average Daily Traffic on State Trunkline Routes, 1961.
- \_\_\_\_\_. City Average Daily Traffic on State Trunkline Routes, 1969.
- Michigan Department of State Police. Fiftieth Anniversary Report, 1917-1967. Lansing, Michigan: 1968.
- \_\_\_\_\_. Enlisted Personnel Report. December 1950; June 1955; December 1960; January 1966; December 1970.
- \_\_\_\_\_. Michigan State Police Strength Report. January 5, 1972.
- \_\_\_\_\_. Department of State Police Command Register. February, 1972.
- \_\_\_\_\_. Organization Chart. October 1971.
- \_\_\_\_\_. Training Division Annual Report. 1970.
- \_\_\_\_\_. Annual Activity Summary (Second District and Posts). Years: 1940, 1945, 1950, 1955, 1960, 1965, 1970.
- \_\_\_\_\_. Michigan Law Enforcement Officials Report on Crime. 1960-1970.
- \_\_\_\_\_. Annual Report. 1960-1970.
- \_\_\_\_\_. Highway Safety Program Standards. Undated, (About 1969).
- \_\_\_\_\_. Reported Rural Traffic Accidents by Post and District in Michigan. 1969 and 1970.
- \_\_\_\_\_. Post Area Annual Accident and Arrest Totals. 1969 and 1970.
- \_\_\_\_\_. Personnel Register. 1940 and 1945.
- \_\_\_\_\_. Official Order Number 5, Uniform Complaint Classification System. 1970.

Michigan Department of Health. Michigan Population Handbook, 1965.

Olander, Oscar G. Your State Police. Published by the Michigan State Police, Undated, (About 1941).

Olson, Bruce. "Selected Interagency Relationships Among Michigan Police Departments," A Report to the Michigan Commission on Crime, Delinquency, and Criminal Administration. Institute for Community Development and Services, Continuing Education Service, Michigan State University, February, 1969.

The President's Commission on Law Enforcement and Administration of Justice. Task Force Report: The Police. U. S. Gov't. Printing Office, Washington, D.C., 1967.

\_\_\_\_\_. The Challenge of Crime in a Free Society. U.S. Gov't. Printing Office, Washington, D.C., 1967.

U. S. Bureau of the Census. Census of the Population, Characteristics of the Population - Michigan. U. S. Gov't. Printing Office, Washington, D.C., 1930, 1940, 1950, and 1960.

\_\_\_\_\_. 1970 Census of the Population: Michigan (Advanced Report). U. S. Gov't. Printing Office, Washington, D.C., 1971.

\_\_\_\_\_. Area of the United States. U. S. Gov't. Printing Office, Washington, D.C., 1940.

Wilson, O. W. Organized Crime and Illicit Traffic in Narcotics. Subcommittee on Investigations of the Senate Government Operations Committee, hearings. October 11, 1963.

#### D. Journals

Johnson, Earl. "Organized Crime: Challenge to the American Legal System," The Journal of Criminal Law, Criminology, and Police Science, Vol. 53:4, December, 1962, 399-425.

MacNamara, Donal E. J. "American Police Administration at Mid-Century," Public Administration Review, Vol. 10 (Summer) 1952.

Peterson, Virgil W. "Issues and Problems in Metropolitan Area Police Services," The Journal of Criminal Law, Criminology, and Police Science, Vol. 48:2, July-August, 1957, 127-48.

Wilson, O. W. "Progress in Police Administration," The Journal of Criminal Law, Criminology, and Police Science, Vol. 42:2, July-August, 1951, 141-54.

\_\_\_\_\_. "Can the State Help City Police Departments," The Journal of Criminal Law, Criminology, and Police Science, Vol. 45:1, May-June, 1954, 102-09.

#### E. Newspapers

New York Times, March 14, 1965.

The State Journal, Lansing, Michigan, December 6, 1969.

Treesh, Frederick H., (UPI Senior Editor), "Fragmented Government Creates Chaos in the Cities", The State Journal, Lansing, Michigan, June 17, 1970.

#### F. Unpublished Material

Olson, Bruce Trevor. An Exploration of the Effects of Member Goal Preferences on a Basic Training Curriculum in a State Police Agency, Unpublished Doctoral Dissertation, Michigan State University, 1971.

Roberts, Earle B. Field Service Training Manual, Michigan State University, Unpublished mimeographed manual, Undated, About 1960.

#### G. Periodicals

Alsop, Stewart. "The Cities are Finished", Newsweek, Vol. 77:14, April 5, 1971.



H. Interviews

- Bennett, Donald W. Detective Lieutenant, Scientific Laboratories Section, Michigan Department of State Police.
- Bos, Ronald L. Account Executive, Highway Safety Planning Division, Michigan Department of State Police.
- Brown, John N. Major, Deputy Director, Bureau of Staff Services, Michigan Department of State Police.
- Calcaterra, Donald L. Sergeant, Safety and Traffic Division, Michigan Department of State Police.
- Chandler, William E. Captain, First District Commander, Michigan Department of State Police.
- Chappell, Marshall C. Superintendent, Building, Utilities and Grounds Maintenance Section, Michigan Department of State Police.
- Goss, Edward J. Detective Lieutenant, Polygraph Unit, Michigan Department of State Police.
- Halverson, George L. Captain, Emergency Services Division, Michigan Department of State Police.
- Hutchins, Robert L. Trooper, Crime Reporting Unit, Michigan Department of State Police.
- Kaufman, Melvin G. Lieutenant Colonel, Deputy Director, Bureau of Field Services, Michigan Department of State Police (Retired).
- Meyers, Charles. Captain, Training Division, Michigan Department of State Police.
- Plants, John R. Colonel, Director of the Michigan Department of State Police.
- Sedmak, Henry S. Administrative Analyst, Data Processing Section, Michigan Department of State Police.

## APPENDICES

APPENDIX A  
MICHIGAN STATE POLICE STRENGTH REPORT,  
January 5, 1972



| HEADQUARTERS                                            | Recruits | Trooper | Police-<br>Woman | Sgt. 10 | D/Sgt.<br>10 | Sgt. 11 | D/Sgt.<br>11 | Exec.<br>Aide | Pilot | Lieut. 12 | D/Lieut.<br>12 | Lieut. 13 | D/Lieut.<br>13 | 1st<br>Lieut. 14 | 1st Det.<br>Lieut. 14 | Capt. | Maj. | Lt.<br>Col. | Col. | TOTAL |
|---------------------------------------------------------|----------|---------|------------------|---------|--------------|---------|--------------|---------------|-------|-----------|----------------|-----------|----------------|------------------|-----------------------|-------|------|-------------|------|-------|
| <b>EXECUTIVE BUREAU</b>                                 |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| EXECUTIVE DIVISION                                      |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| HIGHWAY SAFETY PLANNING DIVISION                        |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| <b>BUREAU OF STAFF SERVICES</b>                         |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| EMERGENCY SERVICES DIVISION                             |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| FIRE MARSHAL DIVISION                                   |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| OPERATIONS & COMMUNICATIONS DIVISION                    |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| PERSONNEL DIVISION                                      |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| RECORDS & IDENTIFICATION DIVISION                       |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| SAFETY & TRAFFIC DIVISION                               |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| TRAINING DIVISION                                       |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| <b>BUREAU OF FIELD SERVICES</b>                         |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| STAFF DIVISION                                          |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| DETECTIVE DIVISION                                      |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Intelligence Section—East Lansing & Detroit             |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Intelligence Section—East Lansing                       |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Intelligence Section—Detroit                            |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Community Relations & Juvenile Unit                     |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Scientific Lab. Section—East Lansing, Plymouth & Warren |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Scientific Lab. Section—East Lansing                    |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Scientific Lab. Section—Plymouth                        |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Scientific Lab. Section—Warren                          |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Scientific Lab. Section—Holland                         |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| UNIFORM DIVISION                                        |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| <b>TOTALS</b>                                           |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| HEADQUARTERS TOTAL                                      | 28       | 21      |                  | 13      | 48           | 14      | 61           | 4             | 5     | 11        | 20             | 3         | 9              | 1                | 3                     | 11    | 2    | 1           | 1    | 256   |
| DISTRICT TOTAL                                          |          | 1022    |                  | 205     | 23           | 98      | 94           |               |       | 50        | 1              | 12        |                | 10               | 1                     | 8     |      |             |      | 1524  |
| <b>TOTAL — Actual Strength</b>                          | 28       | 1043    |                  | 218     | 71           | 112     | 155          | 4             | 5     | 61        | 21             | 15        | 9              | 11               | 4                     | 19    | 2    | 1           | 1    | 1780  |
| <b>VACANCIES</b>                                        |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Military Leave                                          | 3        | 2       |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      | 5     |
| Educational Leave                                       |          | 1       |                  |         |              |         | 1            |               |       |           |                |           |                |                  |                       |       |      |             |      | 2     |
| Sick Leave W/O Pay                                      | 2        |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      | 2     |
| **Suspensions                                           |          |         |                  |         |              |         |              |               |       |           |                |           |                |                  |                       |       |      |             |      |       |
| Other                                                   | 83       | 15      |                  |         | 4            | 1       | 1            |               |       |           | 1              |           | 1              |                  |                       |       |      |             |      | 106   |
| <b>TOTAL VACANCIES</b>                                  | 88       | 18      |                  |         | 4            | 1       | 2            |               |       |           | 1              |           | 1              |                  |                       |       |      |             |      | 115   |

**GRAND TOTAL — Authorized**

|     |      |     |    |     |     |   |   |    |    |    |    |    |   |    |   |   |   |   |      |
|-----|------|-----|----|-----|-----|---|---|----|----|----|----|----|---|----|---|---|---|---|------|
| 116 | 1061 | 218 | 75 | 113 | 157 | 4 | 5 | 61 | 22 | 15 | 10 | 11 | 4 | 19 | 2 | 1 | 1 | 1 | 1895 |
|-----|------|-----|----|-----|-----|---|---|----|----|----|----|----|---|----|---|---|---|---|------|

Carried in Actual Strength  
Personnel Turnover (Reverse Side)

PERSONNEL TURNOVERDisability Retirements

Arndt, Sgt. 11 James W., 3rd District Headquarters, Bay City, 1-5-72.  
 Jeffery, Sgt. 10 William J., Cadillac Post, 12-28-71.

Deceased Officers

Rampy, Trooper Gary T., New Buffalo Post, 12-31-71.  
 Stark, Trooper Charles B., New Buffalo Post, 12-31-71.

Resignations

Earhart, Det. Sgt. 10 Noreen E., Intelligence, East Lansing, 1-1-72.  
 6 Recruits

VACANT POSITIONS

| <u>RANK</u>        | <u>NUMBER</u> | <u>LOCATION</u>                                                          | <u>DATE VACANT</u> |
|--------------------|---------------|--------------------------------------------------------------------------|--------------------|
| Recruits           | 83            | Training Division                                                        |                    |
|                    | 1             | Tormala, Wayne M., Military Leave                                        | 6-18-71            |
|                    | 1             | Ozanich, Anthony R., Sick Leave                                          | 9-7-71             |
| Trooper            | 1             | Duthler, Tpr. Richard, Military Leave                                    | 9-15-71            |
| Trooper            | 1             | Knox, Tpr. John A., Military Leave                                       | 12-1-71            |
| Recruit            | 1             | Jungel, Terrance L., Sick Leave                                          | 12-7-71            |
|                    |               | Rockford Post                                                            |                    |
| Trooper            | 1             | Benford, Tpr. Randy Lee, Military Leave                                  | 3-24-71            |
|                    |               | Tekonsha Post                                                            |                    |
| Trooper            | 1             | Shotwell, Tpr. John, Military Leave                                      | 2-28-71            |
|                    |               | Lansing Post                                                             |                    |
| Trooper            | 1             | Flannery, Tpr. James, Educational Leave                                  | 5-23-71            |
| Trooper            | 1             | Modus Operandi & Licensing                                               | 10-24-71           |
| Trooper            | 1             | Crime Reporting Unit                                                     | 12-5-71            |
| Trooper            | 1             | Safety and Traffic Division                                              | 10-24-71           |
| Trooper            | 12            | Scientific Laboratory, East Lansing, Plymouth, Warren and Holland 10/24, | 10/21 & 12/5/71    |
| Det. Sergeant 10   | 4             | Scientific Laboratory, East Lansing, Plymouth, Warren and Holland        | 11-21-71           |
| Det. Sergeant 11   | 1             | 6th District Headquarters, Rockford                                      |                    |
|                    |               | Sura, Det. Sgt. John, Educational Leave                                  | 11-1-71            |
| Det. Sergeant 11   | 1             | Scientific Laboratory, East Lansing, Plymouth, Warren and Holland        | 11-21-71           |
| Sergeant 11        | 1             | 3rd District Headquarters, Bay City, Safety & Traffic                    | 1-5-72             |
| Det. Lieutenant 12 | 1             | Scientific Laboratory, East Lansing, Plymouth, Warren and Holland        | 11-21-71           |
| Det. Lieutenant 13 | 1             | Scientific Laboratory, East Lansing                                      | 10-24-71           |

## DISTRICT ENLISTED PERSONNEL

| District and Posts      | Tpr. | Sgt. 10 | D/Sgt. 10 | Sgt. 11 | D/Sgt. 11 | Lieut. 12 | D/Lieut. 12 | Lieut. 13 | D/Lieut. 13 | 1st Lieut. 14 | 1st Det. Lieut. 14 | Capt. |
|-------------------------|------|---------|-----------|---------|-----------|-----------|-------------|-----------|-------------|---------------|--------------------|-------|
| <b>DISTRICT HDQTRS.</b> |      | 2       |           | 2       | 5         |           |             |           |             | 1             |                    | 1     |
| Lansing Post            | 53   |         |           | 11      | 2         | 1         |             | 1         |             |               |                    |       |
| Brighton Post           | 28   |         |           | 4       | 3         |           |             | 1         |             |               |                    |       |
| Monia Post              | 16   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Shaca Post              | 15   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Wosso Post              | 11   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 123  | 14      | 2         | 17      | 10        | 4         |             | 2         |             | 1             |                    | 1     |
| <b>DISTRICT HDQTRS.</b> |      | 1       |           | 5       | 21        |           | 1           |           |             | 2             | 1                  | 1     |
| Eetroit Post            | 27   |         |           | 6       | 1         |           |             | 1         |             |               |                    |       |
| Ormeo Post              | 19   | 5       | 1         |         |           | 1         |             |           |             |               |                    |       |
| St. Clair Post          | 18   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| New Baltimore Post      | 20   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Flat Rock Post          | 27   | 4       | 2         |         |           | 1         |             |           |             |               |                    |       |
| Upsilanti Post          | 35   |         |           | 6       | 5         |           |             | 1         |             |               |                    |       |
| Pontiac Post            | 29   |         |           | 6       | 4         |           |             | 1         |             |               |                    |       |
| Marie Post              | 22   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 197  | 22      | 6         | 23      | 31        | 5         | 1           | 3         |             | 2             | 1                  | 1     |
| <b>DISTRICT HDQTRS.</b> |      | 1       |           | (1)2*   | 5         |           |             |           |             | 1             |                    | 1     |
| Bay City Post           | 29   |         |           | 6       | 2         |           |             | 1         |             |               |                    |       |
| East Tawas Post         | 10   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Bad Axe Post            | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Landusky Post           | 10   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Flint Post              | 36   |         |           | 7       | 9         |           |             | 1         |             |               |                    |       |
| Vest Branch Post        | 11   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Bridgeport Post         | 31   |         |           | 6       | 3         |           |             | 1         |             |               |                    |       |
| Laapeer Post            | 16   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 152  | 21      | 1         | 21      | 19        | 5         |             | 3         |             | 1             |                    | 1     |
| <b>DISTRICT HDQTRS.</b> |      | 1       |           | 3       | 6         |           |             |           |             | 1             |                    | 1     |
| Jackson Post            | 29   |         |           | 5       | 2         |           |             | 1         |             |               |                    |       |
| Clinton Post            | 12   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Pekonsha Post           | 16   | 5       |           |         |           | 1         |             |           |             |               |                    |       |
| Blissfield Post         | 12   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Jonesville Post         | 12   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Battle Creek Post       | 21   | 4       | 2         |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 102  | 22      | 2         | 8       | 8         | 5         |             | 1         |             | 1             |                    | 1     |
| <b>DISTRICT HDQTRS.</b> |      | 2       |           | 3       | 5         |           |             |           |             | 1             |                    | 1     |
| Paw Paw Post            | 30   |         |           | 5       | 1         |           |             | 1         |             |               |                    |       |
| White Pigeon Post       | 12   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Niles Post              | 19   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| New Buffalo Post        | 16   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| South Haven Post        | 22   | 4       | 2         |         |           | 1         |             |           |             |               |                    |       |
| Wayland Post            | 18   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Benton Harbor Post      | 14   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 131  | 26      | 6         | 8       | 6         | 6         |             | 1         |             | 1             |                    | 1     |

## DISTRICT ENLISTED PERSONNEL

| District and Posts      | Tpr. | Sgt. 10 | D/Sgt. 10 | Sgt. 11 | D/Sgt. 11 | Lieut. 12 | D/Lieut. 12 | Lieut. 13 | D/Lieut. 13 | 1st Lieut. 14 | 1st Det. Lieut. 14 | Capt. |
|-------------------------|------|---------|-----------|---------|-----------|-----------|-------------|-----------|-------------|---------------|--------------------|-------|
| <b>DISTRICT HDQTRS.</b> |      |         |           | 4       | (1)* 6    |           |             |           |             | 1             |                    | 1     |
| Rockford Post           | 29   |         |           | 5       | 2         |           |             | 1         |             |               |                    |       |
| Deed City Post          | 12   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| St. Pleasant Post       | 26   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Grand Haven Post        | 26   |         |           | 5       | 2         |           |             | 1         |             |               |                    |       |
| Lewaygo Post            | 11   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Flat Post               | 11   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 115  | 16      | 2         | 14      | 10        | 4         |             | 2         |             | 1             |                    | 1     |
| <b>DISTRICT HDQTRS.</b> |      |         |           | 4       | 5         |           |             |           |             | 1             |                    | 1     |
| Traverse City Post      | 12   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Heboygan Post           | 12   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Laylord Post            | 13   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Ipema Post              | 10   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Loughton Lake Post      | 13   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Madillac Post           | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Manistee Post           | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Metoskey Post           | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 86   | 32      | 3         | 4       | 5         | 8         |             |           |             | 1             |                    | 1     |
| <b>DISTRICT HDQTRS.</b> |      |         |           | 3       | 5         |           |             |           |             | 2             |                    | 1     |
| Marquette Post          | 13   | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Lewberry Post           | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| St. Ignace Post         | 10   | 4       | 1         |         |           | 1         |             |           |             |               |                    |       |
| Manistique Post         | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Madstone Post           | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Don Mountain Post       | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Lakefield Post          | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| WAnse Post              | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Lephenson Post          | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Alumet Post             | 9    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Lunising Post           | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Don River Post          | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| Sault Ste. Marie Post   | 8    | 4       |           |         |           | 1         |             |           |             |               |                    |       |
| <b>DISTRICT TOTAL</b>   | 116  | 52      | 1         | 3       | 5         | 13        |             |           |             | 2             |                    | 1     |
| <b>GRAND TOTAL</b>      | 1022 | 205     | 23        | 98      | 94        | 50        | 1           | 12        |             | 10            | 1                  | 8     |

## State Police Cadets

|                    |   |                   |
|--------------------|---|-------------------|
| Ypsilanti Post     | 1 | Flat Rock Post    |
| Rockford Post      | 2 | Bay City Post     |
| Traverse City Post | 1 | Flint Post        |
| Jackson Post       | 1 | Bridgeport Post   |
| Pontiac Post       | 1 | Battle Creek Post |
| Lansing Post       |   |                   |
| Brighton Post      |   |                   |



APPENDIX B  
DEPARTMENT OF STATE POLICE COMMAND REGISTER  
February, 1972



## DEPARTMENT OF STATE POLICE

COMMAND REGISTER

714 South Harrison Road  
East Lansing, Michigan 48823

Telephone - Area Code 517, 332-2521

DIRECTOR - Department of State Police

Col. John R. Plants

The Director is the executive head of the Department of State Police and, as such, is the State Fire Marshal, State Director of Civil Defense, Commander of the Michigan Civil Defense Emergency Task Force and Director of the Office of Emergency Planning. The Director is a member of the State Safety Commission, Michigan Aeronautics Commission, State Electrical Administrative Board, Michigan Commission on Crime, Delinquency and Administration of Criminal Justice, Law Enforcement Officers Training Council and the Firemanship Training Council.

DEPUTY DIRECTOR - Bureau of Field Services

Lt. Col. Forrest J. Jacob

This officer is responsible for patrol and investigative service throughout the department and is the second in command of the State Police.

DEPUTY DIRECTOR - Bureau of Staff Services

Major John N. Brown

This officer is responsible for all support and service functions as provided by the Headquarters Staff Divisions.

EXECUTIVE DIVISION COMMANDER (ASSISTANT)

Lieut. William C. Voigt

This officer serves as Administrative Aide to the Director in addition to supervising Planning and Research functions, Management Improvement and the Capitol Detail. The Data Processing Section is also responsible to the Executive Division Commander.

UNIFORM DIVISION COMMANDER -

Major Lloyd V. Brevard

This officer commands the uniform personnel making up the eight field districts. Enforcement activities of the field commands are coordinated by the Uniform Division Commander.

DETECTIVE DIVISION COMMANDER -

Capt. Daniel C. Myre

This officer is responsible for the coordination of all investigative activities in the department other than those assigned to the Fire Marshal Division. The Intelligence and Security Section and the Investigative Services Section are responsible to the Detective Division Commander.

Department of State Police

Page -2-

**BUSINESS ADMINISTRATION DIVISION -****Mr. Ernest W. Banning**

This Division provides administrative service for the Department related to fiscal control, maintenance of stores and supply functions, as well as maintenance of the departmental buildings and grounds.

**EMERGENCY SERVICES DIVISION -****Capt. George L. Halverson**

This Division is responsible for the coordination of all intra and inter state civil defense efforts and the Civil Disturbance Planning Section. The Division Commander is responsible for the Civil Disorder Center and is Deputy Director of State Civil Defense.

**FIRE MARSHAL DIVISION -****Capt. George A. Catton**

This Division promulgates rules and regulations relating to fire safety and provides safety inspection services as required by statute. Arson investigations are handled by personnel assigned to this Division.

**OPERATIONS AND COMMUNICATIONS  
DIVISION -****Capt. Robert B. Buchanan**

This Division is responsible for the operation and maintenance of the central departmental communications center at East Lansing, and for design and maintenance for the overall departmental communications network.

**PERSONNEL DIVISION -****Capt. Edward A. Lenon**

This Division provides supervisory control of the personnel administration function. Activities relating to recruiting, personnel classification and placement are handled by the Division Commander who serves as Personnel Director.

**PUBLIC AFFAIRS DIVISION  
EXECUTIVE ASSISTANT -****Mr. Paul A. Hill**

This Division handles the public information responsibilities for the department. Releases to the news media are made by the Division, and public relations programs are coordinated for the entire department.

**RECORDS AND IDENTIFICATION  
DIVISION -****Capt. Glenn W. Dafoe**

This Division is responsible for the maintenance and supervision of all department records. The Central Criminal Identification File is part of the Division.

Department of State Police  
Page -3-

SAFETY AND TRAFFIC DIVISION -

Capt. John C. Amthor

This Division is responsible for staff activities relating to traffic safety and the coordination and design of traffic enforcement programs. The state accident record file is maintained within this Division.

TRAINING DIVISION -

Capt. Charles R. Meyers

This Division is responsible for all departmental activities relating to training. Assistance is given to other agencies in the preparation and operation of law enforcement type training.

SCIENTIFIC LABORATORIES  
SECTION -

Capt. Wallace L. VanStratt

This section provides the scientific crime detection capability for the department and for other law enforcement agencies upon request. Investigative files such as the fraudulent check file are maintained within the section.

INTELLIGENCE AND SECURITY  
SECTION -

Capt. Lawrence N. Hofmann

This section is responsible for activities relating to syndicated crime, subversive activities, illicit narcotics use, traffic in narcotics.

OFFICE OF HIGHWAY SAFETY PLANNING -

Mr. Noel C. Bufe

This office formulates policy and designs programs for the implementation and coordination of the National Highway Safety Act of 1969, and the allocation of safety funds to local and state agencies in traffic safety related areas.

MICHIGAN LAW ENFORCEMENT OFFICERS TRAINING COUNCIL - Mr. Leslie VanBeveren, :

The Michigan Law Enforcement Officers Training Council is responsible for the development and coordination of police officer training programs throughout the State. Included in the councils responsibilities is the development and supervision of minimum recruitment and training standards for Michigan Police Officers.

FIELD DISTRICT COMMANDERS -

First District Commander  
7119 North Canal Road  
Lansing, Michigan 48910

Capt. William E. Chandler

Commands the field operation made up of the  
Lansing, Brighton, Ionia, Ithaca and Owosso Posts.

Department of State Police  
Page -4-

FIELD DISTRICT COMMANDERS - Con't

Second District Commander  
24870 Grand River  
Detroit, Michigan 48219  
Telephone 531-4100 Area Code 313

Capt. Alfred LaPointe

Commands the field operation made up of the  
Detroit, Romeo, St. Clair, New Baltimore, Flat Rock,  
Ypsilanti, Pontiac and Erie Posts.

Third District Commander  
405 N. Euclid Avenue  
Bay City, Michigan 48709  
Telephone 684-2234 Area Code 517

Capt. John K. Cosgrove, Jr.

Commands the field operation of the Bay City,  
East Tawas, Bad Axe, Sandusky, Flint, West Branch,  
Bridgeport and Lapeer Posts.

Fourth District Commander  
3400 Cooper Street, Box 630  
Jackson, Michigan 49204  
Telephone 782-9443 Area Code 517

Capt. Matt P. Hrebec

Commands the field operation of the Jackson,  
Clinton, Tekonsha, Blissfield, Jonesville,  
and Battle Creek Posts.

Fifth District Commander  
108 W. Michigan Avenue  
Paw Paw, Michigan 49079  
Telephone 657-5551 Area Code 616

Capt. Robert T. Vesey

Commands the field operation of the Paw Paw  
White Pigeon, Niles, New Buffalo, South Haven,  
Wayland and Benton Harbor Posts.

Sixth District Commander  
345 Northland Drive, N.W.  
Rockford, Michigan 49341  
Telephone 866-9341 Area Code 616

Capt. George C. Craft

Commands the field operation of the Rockford,  
Reed City, Mt. Pleasant, Grand Haven, Newaygo  
and Hart Posts.

Department of State Police  
Page -5-

FIELD DISTRICT COMMANDERS - Con't.

Seventh District Commander  
218 W. 14th Street  
Traverse City, Michigan 49684  
Telephone 946-4646 Area Code 616

Capt. Marvin O. Krans

Commands the field operation of the Traverse  
City, Cheboygan, Gaylord, Alpena, Houghton  
Lake, Cadillac, Manistee and Petoskey Posts.

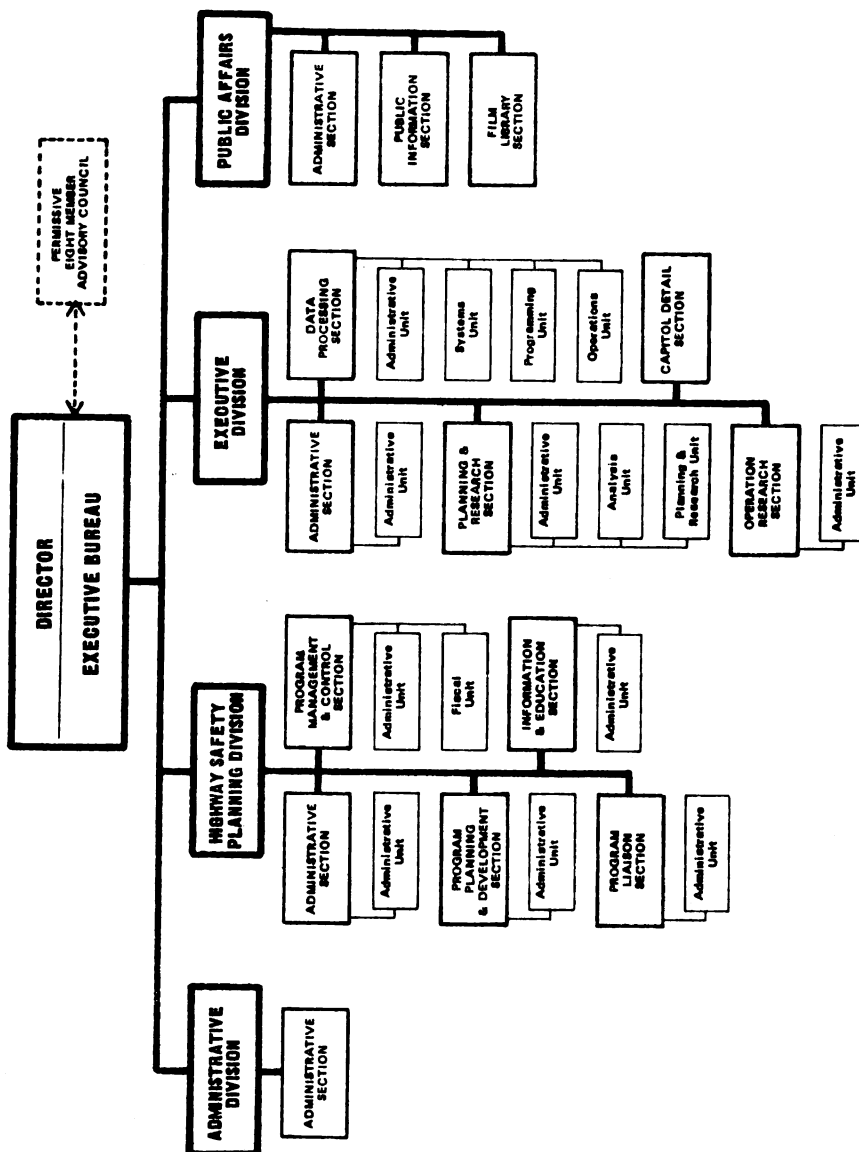
Eighth District Commander  
US-41, South  
Marquette, Michigan 49855  
Telephone 226-6511 Area Code 906

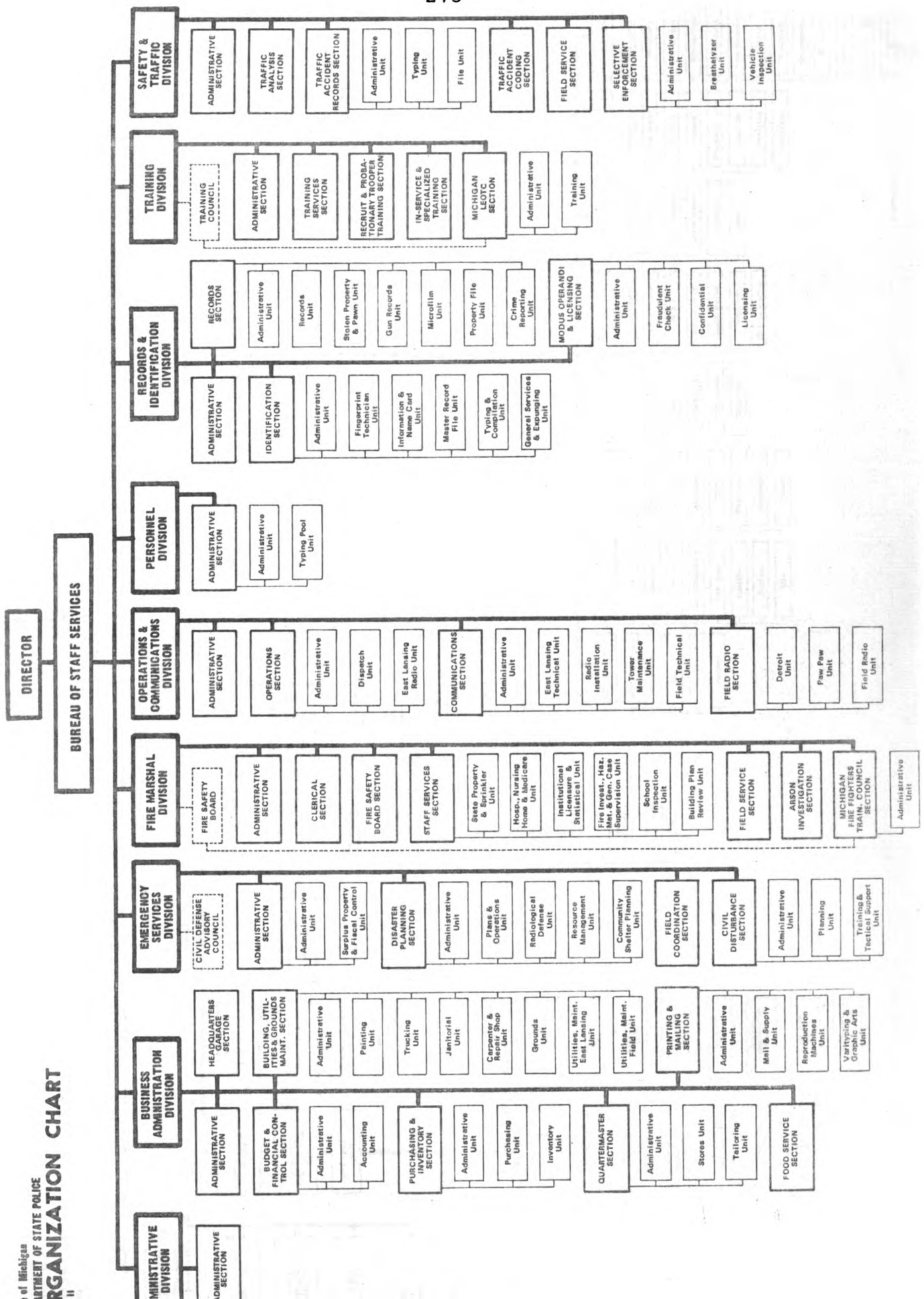
Capt. Wayne N. Jussila

Commands the field operation made up of the  
Marquette, Newberry, St. Ignace, Manistique,  
Gladstone, Iron Mountain, Wakefield, L'Anse,  
Stephenson, Calumet, Munising, Iron River,  
and Sault Ste. Marie Posts.

APPENDIX C  
DEPARTMENT OF STATE POLICE ORGANIZATIONAL CHART,  
October, 1971







## ORGANIZATION CHART



MICHIGAN STATE UNIVERSITY LIBRARIES



3 1293 03056 5141