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1932 A REGIONAL POLICE PLAN
FOR CINCINNATI AND
ITS ENVIRONS

By
BRUCE SMITH



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FOR CINCINNATI AND
ITS ENVIRONS

By
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FOREWORD

LOCAL government is bursting its boundaries. This process will either destroy local government as we know it, or else require the creation of new agencies of integration.

The Regional Police Plan for Cincinnati and Its Environs is a pioneer work. It is the first specific study of policing as both a local and a regional problem; and for the first time there is laid out a coöperative regional police organization which in this case even crosses a state line. It is notable also that the plan here suggested has been accepted by the police administrators concerned and that the individual reforms and adjustments which it contemplates are already in course of introduction.

This study was undertaken by Mr. Bruce Smith of the Institute of Public Administration, for the Cincinnati Regional Crime Committee. The latter group, acting through the Cincinnati Bureau of Governmental Research, issued the original report bearing date of December 1, 1930. The present publication is made with the formal permission of the regional committee, and with special acknowledgment to Mr. Alfred Bettman, *Chairman*, and Mr. Charles P. Taft, II, *Treasurer*.

The field studies of police organization and police facilities in the smaller communities surrounding Cincinnati, which are incorporated here, were made by Mr. M. C. Farrell, formerly the executive secretary of the Regional Crime Committee.

LUTHER GULICK, *Director*

INSTITUTE OF PUBLIC ADMINISTRATION

New York City
December 15, 1931

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A REGIONAL POLICE PLAN FOR CINCINNATI AND ITS ENVIRONS

THE POLICE REGION AND ITS PROBLEMS

THIS study was authorized and undertaken in the belief that police service in southwestern Ohio and northeastern Kentucky could be substantially improved by a program of joint action affecting all police units in the area surrounding Cincinnati. Hence, the plan here presented frankly accepts the highly decentralized scheme which characterizes police service throughout the United States. It does not necessarily follow that the principle upon which that scheme rests is in all respects acceptable. On the contrary, the present study will show that the territorial jurisdiction of police forces in the Cincinnati region is often so small as to prevent highly effective police measures, and that a sharp break with the past must some day be made, if major improvements are to be secured.

The police protection provided by rural communities was established in a time when the most commonplace of modern facilities were not available. The early English sheriff and parish constable still find their counterparts in our small communities today, even though these institutions have long since undergone extensive changes or have been abandoned altogether in the land of their origin. England tried for nearly a thousand years to fashion them into reliable and effective police instruments and then desisted; but America is still trying.

Much the same situation exists with respect to the police forces of our smaller cities. Their numerical strength is so slight that highly organized methods of protection for them can never be developed on an independent basis. So long as existing patterns are employed, they must frequently combat our complex urban conditions with limited resources of men and equipment.

Overlapping Police Jurisdictions

No extensive treatment of this situation is necessary. The conditions are well-nigh universal throughout the country, and they are now generally coming to be recognized for what they are. In fact, the last twenty years have been marked by a perceptible swing towards the more effective polic-

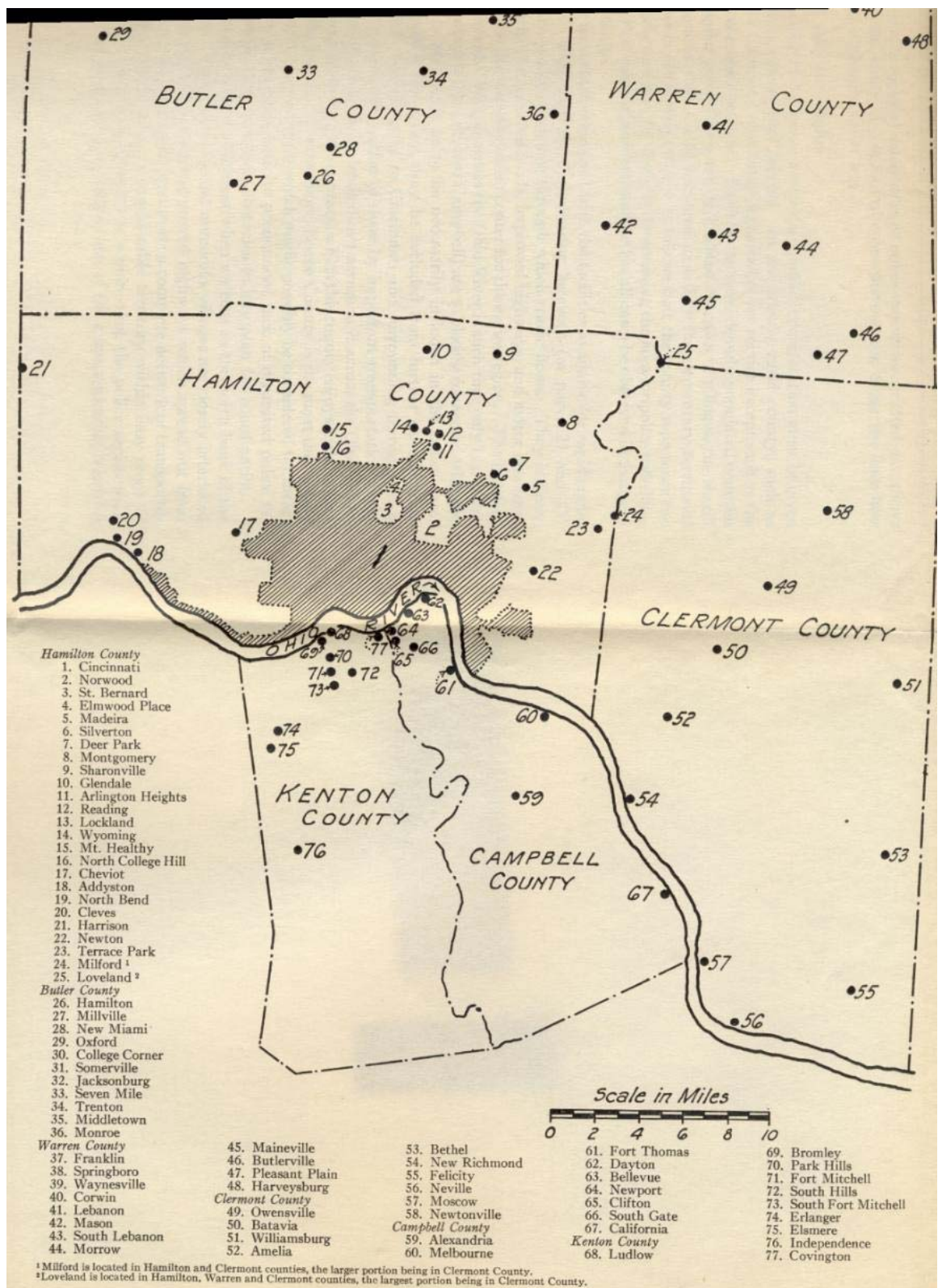
ing of small communities. Uniformed county patrols have appeared in some jurisdictions, state police in others. While such as these constitute a highly favorable departure in most instances, and are significant because of the recognition of the new conditions which they involve, there is no avoiding the fact that they have complicated the problem to some extent. For each new police agency which is created with an enlarged territorial jurisdiction has thus far been superimposed upon existing police forces. Such a program can only end in confusion.

It is quite possible that the system of overlapping police jurisdictions satisfied the requirements of the time in which it was created. Even to-day there may be places where the plan works with a reasonable degree of satisfaction. Yet the advent of the railroad, the automobile, the motor bus, and the improved highway, has produced in many communities an entirely new set of conditions which cannot be met except with the aid of the most careful adaptation and planning.

These modern means of transportation have virtually destroyed some of the spatial factors upon which our local police forces were originally predicated. In some instances the new facilities for transportation have virtually brought urban conditions to the open countryside. In the regions immediately surrounding great cities, the progressive multiplication of police forces has not been followed by an increase in police effectiveness. All metropolitan areas and many rural districts have thus found themselves quite unprepared to contend with the new problems of crime repression which have grown with the passing years.

Any radical approach to the questions thus presented might easily involve a complete dismantling of existing police facilities and substitution of a single police unit for the protection of a unified area. Yet this method of approach would almost certainly prove barren of early constructive result. The time has not yet arrived when local governments will voluntarily surrender the power and the duty of police protection delegated to them by the state; and the growing disposition of state governments to intervene is not yet sufficiently supported by a condition of overruling necessity.

Moreover, the area here under special consideration lies north and south of the Ohio River. While the latter has long since ceased to be a barrier to the free interchange of population, it is still the boundary between two commonwealths which, as a symbol of diverse sovereignties, raises most perplexing questions. The present study has therefore been directed primarily at coördination rather than integration. Through the instru-



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EXHIBIT 1.—DISTRIBUTION OF CITIES AND VILLAGES IN THE POLICE REGION

mentality of a regional association of police executives, created as a direct result of this study, a program of coöperative action along the lines here described is already under way.

Extent of the Police Region

In seeking to define the area to be studied, consideration must be given to certain governmental factors. In an entirely rural county, such as Warren or Clermont, there is no organized police service except such as the sheriff's office may provide. Even in the more densely populated counties where regular police forces are maintained by cities or villages, the sheriff alone operates over a sufficient area to satisfy the elementary territorial requirements of modern police. It follows that the county represents the most satisfactory unit for study in determining the area for police coördination, and that county boundaries should in all cases be observed in fixing its ultimate limits.

Other factors are concerned with the facilities available for rapid transportation. Exhibits 5 and 7, appearing herewith (at pages 21 and 23) portray the various channels through which traffic flows. They indicate quite clearly that as to railroads, improved highways, and motor bus lines, Cincinnati is the transportation center for the entire region. The location of the ferries and bridges across the Ohio River is such that only two counties in Kentucky (Kenton and Campbell) are so closely connected with the territory to the north as to be necessarily included in the police area. Boone County, Kentucky, may be excluded from further consideration since, despite its proximity to Cincinnati and surrounding territory, it is not directly allied with either of these by important transportation facilities. Only one small ferry lends direct access to it across the Ohio River, thereby severely limiting the contacts which this county enjoys with the real center of the region. Furthermore, Boone County is the most thoroughly rural county of any of those which might possibly be considered for inclusion in the police area, and its pronounced lack of organized police facilities therefore offers serious obstacles to any plan for coördination.

The situation is quite different when we turn to the north bank of the Ohio River. Populous cities and numerous villages are closely interlaced by a system of railroads and improved highways which spread out from Cincinnati to the east, north, and west; a complete network of transportation facilities which brings a considerable territory within easy reach of Cincinnati. Practical considerations require that the police region shall not be too extensive, but an examination of the maps appearing herewith

will indicate that four counties in Ohio (Hamilton, Butler, Warren, and Clermont) are so closely articulated that, from the police standpoint, they represent a single region and a single problem.

So much at least seems beyond dispute. It is believed that any effort to extend the police region beyond the limits of these four counties in Ohio and the two counties in Kentucky, will yield diminishing returns. On the west, the Indiana state line presents a barrier, which although not insuperable, marks the transition to a vast area of definitely rural character. To the north and east, any extension of the area beyond the limits here proposed would involve an enormous increase in the number of cooperating agencies and a corresponding increase in the territory to be organized. Restriction of the northern part of the region to the four Ohio counties will, nevertheless, provide a sufficient territory for an effective regional police program and a satisfactory control over the means of egress.

Character of the Police Region

Even as thus defined, the police region includes a considerable number of independent police entities. Included in the six counties are 51 townships and 13 magisterial districts, with 12 cities and 65 villages superimposed upon them. Since each of these governmental units maintains a police establishment of some character, it follows that the region embraces a total of 147 police agencies, each independent of the other, and all of them overlapping in some degree. They are distributed over 2,045 square miles of compact territory and include a total population of almost one million inhabitants.

Wide differences in size and police facilities are at once apparent. Thus, in Hamilton County alone one finds the village of Montgomery with an enumerated population of 394, and the city of Cincinnati with a population slightly in excess of 450,000. Again, as indicated in the following table, the population density of Hamilton County is nearly six times as great as that of Butler County and more than 22 times as great as that of the neighboring counties of Warren and Clermont. Nothing in the growth and development of recent years indicates that this wide disparity will soon be corrected.

Marked variations likewise prevail with respect to the numerical strength, organization, and character of the agencies affording police protection. The villages generally have popularly elected, part time or full time marshals who serve for two years in Ohio and four years in Kentucky. The townships and magisterial districts have constables who

quite without exception are part time officers. Several of the counties, as will hereafter appear, maintain uniformed highway patrols, while others still rely upon the sheriff and his deputies, who in all essential respects operate as did their medieval counterparts in England. Consequently, the

EXHIBIT 2
TABLE SHOWING AREA AND POPULATION OF THE POLICE REGION

COUNTIES	AREA IN SQUARE MILES	POPULATION		POPULATION DENSITY PER SQUARE MILE	
		1920	1930	1920	1930
(In Ohio)					
Hamilton.....	407	493,678	589,356	1,213	1,448
Butler.....	452	87,025	114,084	192	252
Warren.....	413	25,716	27,348	62	66
Clermont.....	465	28,291	29,786	61	64
Totals for Ohio Counties.....	1,737	634,710	760,574	365	438
(In Kentucky)					
Campbell.....	145	61,868	73,391	427	506
Kenton.....	163	73,456	93,534	451	573
Totals for Kentucky Counties ...	308	135,324	166,925	440	547
Totals for Police Region.....	2,045	770,034	927,499	376	453

police agencies are of a highly diverse character and range in numerical strength from a single part time marshal or constable to the highly organized and specialized Cincinnati police force of 655 men.

Approach to a Coöperative Program

It is clear that any attempt to coördinate so many diverse police units will prove to be no mean task. While such coördination may prove difficult and will in some respects doubtless fall short of modern police requirements, there are several elements in the situation which will be conducive to the acceptance of a comprehensive plan for police coördination. Although these 147 police agencies are independent of each other in a political sense, they may readily be made interdependent in matters of routine police work. Thus, the city of Cincinnati with its more extensive police facilities can profit substantially from any scheme which

will make police information and general intelligence concerning crime throughout the entire area quickly available to its own police force. It can profit also from any means of quick communication which may be set up, whereby reports of offenses can be relayed to the most remote portions of the region. Of special significance will be the control over means of egress which can be secured if the various radial highways and railways are placed under direct observation in emergencies.

On the other hand, the smaller communities can profit through coordination of their protective and investigating work with that of the Cincinnati Police Department. The latter can render services in training, in criminal identification, in the operation of *modus operandi* systems, and as a communication center, which are now utterly lacking in nearly all of the other police agencies, and which the smaller police forces, acting either alone or collectively, could never hope to provide for themselves.

Such considerations are important. While it is reasonable to assume that the various police units would display interest in any program aimed at improving police protection for the entire region, any features of the plan which provide local benefits in addition to general regional benefits, will serve to stimulate official acceptance.

In the pages which follow, the police resources of the various communities under review are analyzed, and on the basis of the facts so collated, various recommendations are offered which will serve to increase police effectiveness in the larger police forces, among the rural police officers, and throughout the entire region.

POLICE RESOURCES OF THE REGION

HAMILTON COUNTY

Sheriff's Office

The police resources of the sheriff's office consist of the sheriff, a chief deputy, two investigators, and 28 patrolmen. The rural portions of the county are divided into eight zones which are patrolled by automobile or motorcycle during certain of the night hours only. This force is provided with machine guns and other firearms, gas grenades, and portable searchlights. Although there is no official communication system nor recall system for men on patrol, the various patrols report by public telephone to the office of the county jail at 90-minute intervals. The time-schedule for patrol calls is so staggered that a call is received every 12 minutes at headquarters.

City of Cincinnati

The Cincinnati Police Department has a total strength of 655 officers and men. The city is divided into seven police districts as a means for providing local supervision over patrols and criminal investigations. Police telegraph call boxes are fairly well distributed throughout the city, the district stations are all connected with police headquarters by telephone and teletype, and a system for police radio broadcasts to 80 patrol cars has recently been placed in operation. This department is by far the best equipped of any of the police forces in the region.

City of Norwood

The Norwood Police Department consists of 27 men. Motor and foot patrols are conducted throughout all hours of the day and night. A system of telegraph call boxes provides means for the patrolmen to communicate with police headquarters. No recall signals are operated.

City of St. Bernard

The St. Bernard Police Department consists of 12 men. The city is covered by motor patrols throughout the 24 hours of the day. Police telegraph call boxes with recall lights are maintained.

Villages

All of the 22 villages in Hamilton County have marshals who are elected for two-year terms. In seven villages, a full time or part time deputy assists the marshal. Regular patrols are conducted in the villages of Cheviot, Elmwood Place, Lockland, Reading, and Wyoming. The total numerical strength of all of these village forces is 49 men.

Townships

Each of the 13 townships in Hamilton County has one or more constables who are popularly elected for a two-year term. It follows that systematic criminal investigation and uniformed patrol are not attempted.

Special reference should be made, however, to the Indian Hill Rangers. This force, which consists of three full time and four part time men, is supported by private contributions and derives its police powers from the sheriff. Motor patrols are operated both by day and by night throughout 40 square miles of territory in the vicinity of Madeira.

BUTLER COUNTY

Sheriff's Office

The sheriff has five deputies whose time is largely consumed in civil work. Brief criminal investigations are sometimes conducted. The sheriff also has two special deputies who are on police duty at night. One of these remains on reserve at the county jail while the other patrols the roads.

City of Hamilton

The Hamilton Police Department comprises 44 men. Motor and foot patrols are conducted throughout the 24 hours of the day, and a small staff of investigators is available. Police telegraph call boxes and recall lights have been installed.

City of Middletown

The Middletown Police Department consists of 26 men who conduct motor and foot patrols throughout the day and night hours. Emergency equipment, such as machine guns, shot guns, and gas, appears to be adequate.

Villages

Each of the nine villages in Butler County employs a marshal, but only College Corner, Millville, Trenton, and Oxford have full time marshals. Of these, the village of Oxford alone has a night deputy.

Townships

The 13 townships in Butler County elect constables for two-year terms. No patrols are conducted.

WARREN COUNTY

Sheriff's Office

The sheriff is assisted by a single deputy. Two motor vehicles are available for their use although no patrols are conducted. The emergency equipment is adequate.

Villages

Each of the 13 villages elects a marshal, but only Loveland, Waynesville, Morrow, Lebanon, and Franklin require full time service from them. One night deputy is also employed in Lebanon, and two night deputies in the village of Franklin.

Townships

Each of the 11 townships in Warren County elects constables for two-year terms, who work on a part time fee basis. No patrols are conducted.

CLERMONT COUNTY

Sheriff's Office

The sheriff is assisted by one deputy, and on special occasions by five special deputies selected from among the township constables. No patrols are conducted. Emergency equipment is adequate.

Villages

Each of the 12 villages in Clermont County elects a marshal for a two-year term. Bethel, Loveland and Milford alone employ their marshals on a full time basis. In Milford the marshal is assisted by a night deputy.

Townships

There are 14 townships, each of which elects part time, fee basis constables for a two-year term. No patrols are conducted.

CAMPBELL COUNTY

Sheriff's Office

The sheriff and his aids are virtually relieved of police duty, this work being performed by county patrolmen operating under the supervision of the county judge.

County Patrol Force

The county patrol force consists of a chief and six patrolmen, who are appointed by the county judge for one-year terms. Motor patrols are conducted throughout the three 8-hour tours of duty. Three police call boxes are now maintained and these are being supplemented by three additional boxes, each equipped with a recall bell.

City of Clifton

The Clifton police force consists of a chief, who is elected, and three emergency or part time patrolmen. No regular patrols are conducted.

City of Dayton

The Dayton force consists of six men who work on two 12-hour shifts. One motorcycle and one automobile are used for patrolling in addition to foot patrols.

City of Fort Thomas

This force consists of six men who patrol on three 8-hour shifts. In addition to foot patrols, one motorcycle and one automobile are operated.

City of Newport

The Newport Police Department comprises 41 men. Motor and foot patrols are operated throughout the day and night. Call boxes and recall lights have been installed for communication with men on patrol. A small investigating force is also maintained.

City of Bellevue

Five men cover the city on two 12-hour shifts. There are no special communication facilities. Patrols are conducted both by motor and on foot.

Villages

Of the four villages, only Alexandria and Southgate employ part time marshals. The villages of California and Melbourne lack even this form of protection.

Magisterial Districts

There are seven magisterial districts in Campbell County, each of which has an elected constable. No patrols are conducted.

KENTON COUNTY

Sheriff's Office

The sheriff and his eight regular deputies are virtually relieved of police duty by the county patrols operating under the general supervision of the county judge.

County Patrol Force

Four deputy sheriffs constitute the county patrol force. They are designated by the county judge for one-year terms and work primarily under his supervision. Each of these patrolmen is provided with an automobile and operates in assigned territory. Emergency equipment is adequate. The present schedule calls for motor patrols during the late evening and early morning hours. These patrol deputies, together with the sheriff's force of regular and special deputies, are also subject to call in emergencies. There are two call boxes in the county which are equipped with recall gongs.

City of Covington

The Covington Police Department consists of 62 men, who are distributed throughout three 8-hour shifts. Police telephone boxes and recall signals have been installed. A few motor patrols are conducted and a small investigating force is maintained.

City of Ludlow

A police chief and five patrolmen, of whom one is on a part time basis, comprise the Ludlow Police Department. Foot patrols and one motor patrol are conducted throughout the 24 hours of the day.

Villages

Each of the eight villages elects a marshal. In addition, the villages of Park Hills, South Hills, Fort Mitchell, South Fort Mitchell, and Independence receive partial protection from the resident patrol deputies and deputy sheriffs, referred to above.

Magisterial Districts

The six magisterial districts in Kenton County elect constables. No patrols are conducted.

The foregoing situation is summarized in Exhibit 3 (at page 18), which shows in tabular form the total police strength of the region, arranged by counties, cities, townships, magisterial districts, and villages.

It is apparent that in all of the cities some provision is made for systematic police protection; but that in the villages, townships, and magisterial districts, uniformed patrols are rarely conducted. Although Hamilton, Campbell, and Kenton counties have made a beginning toward protecting the open countryside by motorized night patrols, little has been done thus far to place them in ready communication with their headquarters.

It follows that with the exception of these county patrols, the immediate prospect for coördinated effort in the police region is largely confined to the 12 cities. To the foregoing may also be added, for limited purposes, the Indian Hill Rangers, in Hamilton County, and a very few of the village police units.

A REGIONAL POLICE PLAN

EXHIBIT 3

TABLE SHOWING NUMERICAL STRENGTH OF POLICE FORCES

JURISDICTIONS	NUMBER OF FULL TIME POLICE	NUMBER OF PART TIME POLICE	JURISDICTIONS	NUMBER OF FULL TIME POLICE	NUMBER OF PART TIME POLICE
HAMILTON COUNTY			CAMPBELL COUNTY		
Sheriff's Office.....	30		Sheriff's Office.....		7
Cincinnati.....	655		County Patrol.....	7	
Norwood.....	27		Newport.....	41	
St. Bernard.....	12		Dayton.....	6	
22 Villages *.....	43	6	Ft. Thomas.....	6	
13 Townships.....		28	Bellevue.....	5	
BUTLER COUNTY			Clifton.....	1	3
Sheriff's Office.....		8	4 Villages.....		2
Hamilton.....	44		7 Magisterial Districts		7
Middletown.....	26		KENTON COUNTY		
9 Villages.....	5	5	Sheriff's Office.....		9
13 Townships.....		18	County Patrol.....	4	
WARREN COUNTY			Covington.....	62	
Sheriff's Office.....		2	Ludlow.....	5	1
13 Villages *.....	3	9	8 Villages.....	5	4
11 Townships.....		12	6 Magisterial Districts		6
CLERMONT COUNTY					
Sheriff's Office.....		2			
12 Villages *.....	4	9			
14 Townships.....		15			
			Total Strength.....	991	153

* The Village of Milford overlaps Hamilton and Clermont counties and is included in the total for each. The Village of Loveland overlaps Hamilton, Clermont and Warren counties and is included in the total for each.

TRAINING FOR THE RANK AND FILE

It is highly improbable that any police force, whatever its numbers or character, can consistently achieve significant results unless the rank and file are carefully schooled in their powers, their duties, and their responsibilities. Such training can only be provided by fairly large police units. Consequently, for the smaller cities and likewise for the villages, townships, magisterial districts, and counties, no formal training can be provided if these various units are left to their own devices and are able to draw only upon their own resources. Casual and sporadic instruction may sometimes be accorded, but for the most part, the rank and file are now left to acquire their knowledge of the policeman's art from actual

police experience. This does not mean that the school of experience is unproductive of results; rather that the knowledge so acquired is of a fragmentary character and its acquisition distributed over many years. Formal training on the other hand provides the police officer, whether recruit or veteran, with a general background of the laws and ordinances, and of the multitude of technical procedures which govern his calling. Such instruction therefore constitutes a necessary basis for what will follow in the school of experience.

In the entire police region, the only extended formal training now available is provided by the Cincinnati Police Department. This is not to be construed as a reflection upon any of the other municipal or county forces, because taken individually no one of them is sufficiently large to warrant the maintenance of a regular training course. Even in Cincinnati, training for recruits is often provided for as few as eight, ten, or a dozen men at one time. It is therefore apparent that the facilities of the Cincinnati Police Training School may easily be made available to all police officers within the region. If the various municipal and county forces having a permanent personnel will take advantage of the facilities which may thus be provided, the influence of the 60-day training course now conducted in Cincinnati will be widely extended throughout the region.

For the constables, sheriffs, deputy sheriffs, and marshals, such a program will doubtless prove to be too ambitious. The tenure of these officers is in most cases only one or two years, and while there are several instances where the incumbents have served more than one term, it is at best doubtful whether an extended course of training would prove to be a satisfactory or attractive expedient for them. The Cincinnati Police Department can and should provide an abbreviated course of instruction for these short term officers, arranged for such periods and at such times as will make the training facilities most convenient for the police students concerned. Still it is necessary to stress the fact that so long as the rural communities are dependent upon casual and unspecialized police service, no large program of training can be developed which will overcome the severely practical difficulties to be encountered.

UNIFORMED PATROL

As already noted, systematic uniformed patrols throughout the 24 hours of the day are now conducted only in the incorporated cities and in a few villages. The two counties in Kentucky maintain motorized patrols during the night hours, as does the sheriff's office of Hamilton County.

But for the greater part of the area embraced in the police region, systematic patrol is unknown.

If this problem is to be met, it appears quite obvious that the several counties must assume responsibility for action. In each of the six counties here under review, it should prove feasible to maintain some kind of motorized patrol service at all hours. When such patrols are in frequent communication with a central point in the county they may quickly be made available for controlling the exits from the entire region.

The means by which this result may be secured relate in large measure to communication facilities. At the present time the commercial telephone and telegraph lines represent the only quick method of communication between the 147 separate and independent police units. It is to be noted, however, that such facilities merely tie together the headquarters offices, and do not immediately reach the patrolman on his beat. Furthermore, the marshal of a village within the police region must telephone to a considerable number of independent police departments in order to broadcast an alarm. Even after this time-consuming process has been completed, many minutes and perhaps hours will elapse before the effective strength of the several police forces is acquainted with the fact.

Control Points on Highways

The tangled skein of highways and railroads which originates in Cincinnati and spreads out into the surrounding area, also raises interesting possibilities. Exhibit 4 relates to the improved highways serving the region and shows the points at which control stations could be maintained for close surveillance in emergencies. In this connection, the fact should be stressed that each of these highways is traversed by a motor bus line, so that both public and private transportation facilities can be brought under some measure of control.

It is apparent that all of the main highways serving the police region can be promptly placed under observation at 23 separate and distinct control points. Each represents a place where some form of 24-hour police service is available. It follows that the provision of direct communication lines to these 23 points would serve to place under surveillance all public and private highway traffic flowing over main arteries.

The bridges and ferries spanning the Ohio River may be covered in somewhat similar fashion. The two bridges between Cincinnati and Newport, and the bridge connecting Cincinnati with Covington, may all be covered when need arises by the installation of police recall signals at

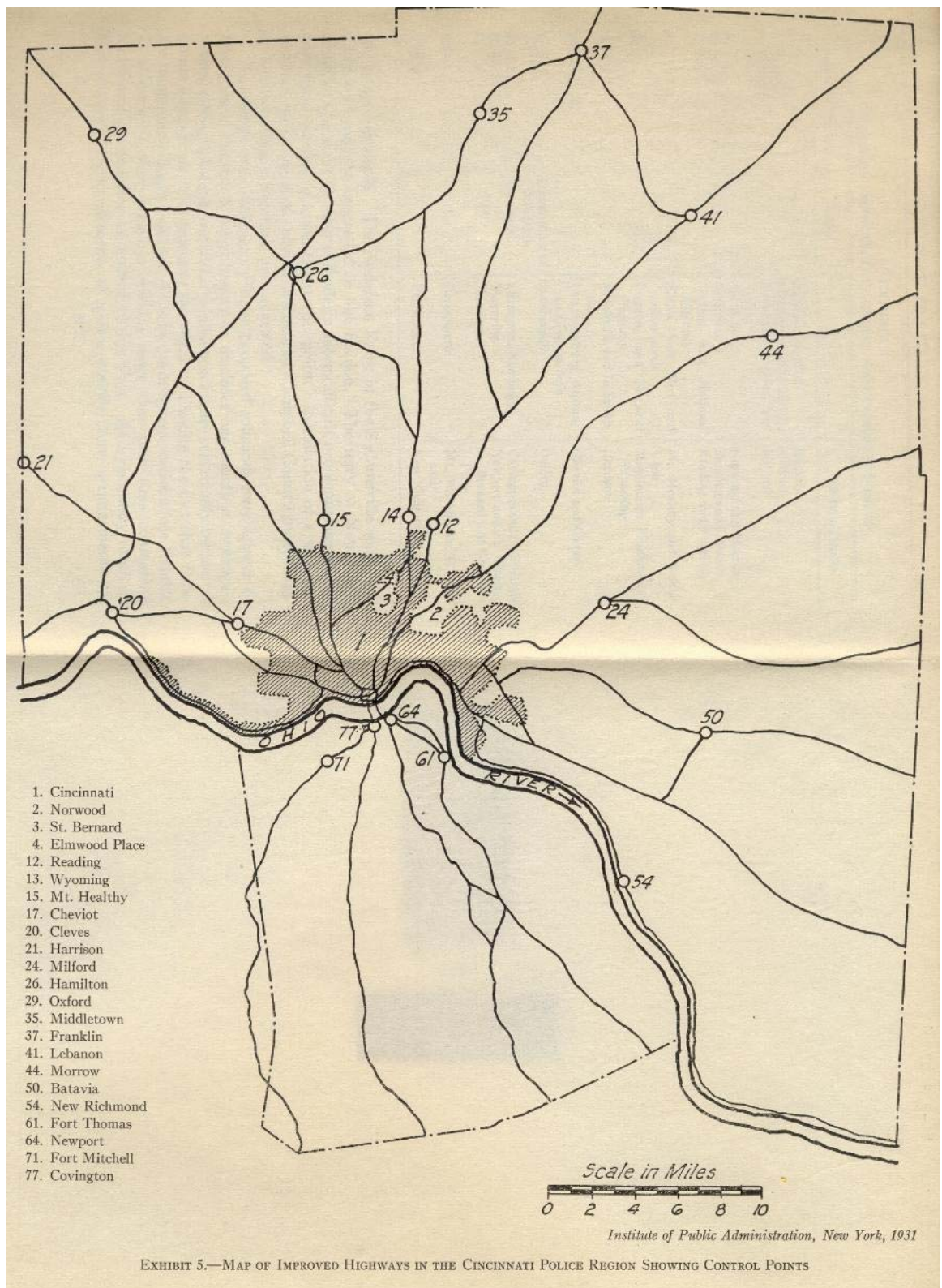


EXHIBIT 4
TABLE OF IMPROVED HIGHWAYS AND CONTROL POINTS

HIGHWAY NUMBER	FROM	TO	CONTROL POINTS
74.....	Cincinnati	Portsmouth, Ohio	Batavia
U. S. 50.....	"	Hillsboro and Chillicothe	Milford
U. S. 50-28.....	"	Parkersburg, West Virginia	Milford
3.....	"	Columbus	Norwood and Morrow
U. S. 42.....	"	Cleveland	Reading and Lebanon
U. S. 25.....	"	Dayton and National Highway	Reading and Franklin
9.....	"	Eaton, Van Wert and points north	Mt. Healthy and Hamilton
4.....	"	Dayton, and National Highway	Middletown, Franklin and Wyoming
U. S. 52.....	"	Brookville and Indianapolis	Harrison
264-U. S. 50.....	"	Lawrenceburg, Aurora, and Indianapolis	Cheviot and Cleves
U. S. 27.....	Cincinnati and Hamilton	Indianapolis	Oxford
U. S. 25.....	Cincinnati	Lexington, Kentucky	Covington and Ft. Mitchell
U. S. 27.....	"	Maysville	Newport and Ft. Thomas
4.....	"	Hamilton	St. Bernard and Elmwood Place
125.....	"	Portsmouth	Mt. Washington (Cincinnati)
U. S. 52.....	"	Portsmouth	New Richmond

the bridge terminals. The Anderson Ferry in the Sedamsville section of Cincinnati may be controlled in like fashion. The ferry at New Richmond in Clermont County will offer a more difficult problem since only a part time marshal is available at this point. Installation of a teletype receiver, or reception of radio broadcasts by Campbell County patrol cars, or both expedients together, are suggested.

No matter how satisfactory these proposed solutions may appear at first glance, Exhibit 5 (map herewith) discloses one manifest weakness; several of the highways, particularly in Kentucky, are served only by control points located near the center of the region. Despite the fact that there are numerous villages and townships in the outlying portions (see Exhibit 1, at page 9), they maintain nothing more than part time constables, and hence are unsuited as control station sites. As a necessary result of this extreme decentralization of police service, any arrangements for

surveillance of main highways must fall short of desirable completeness, except as the small county patrol forces may provide it.

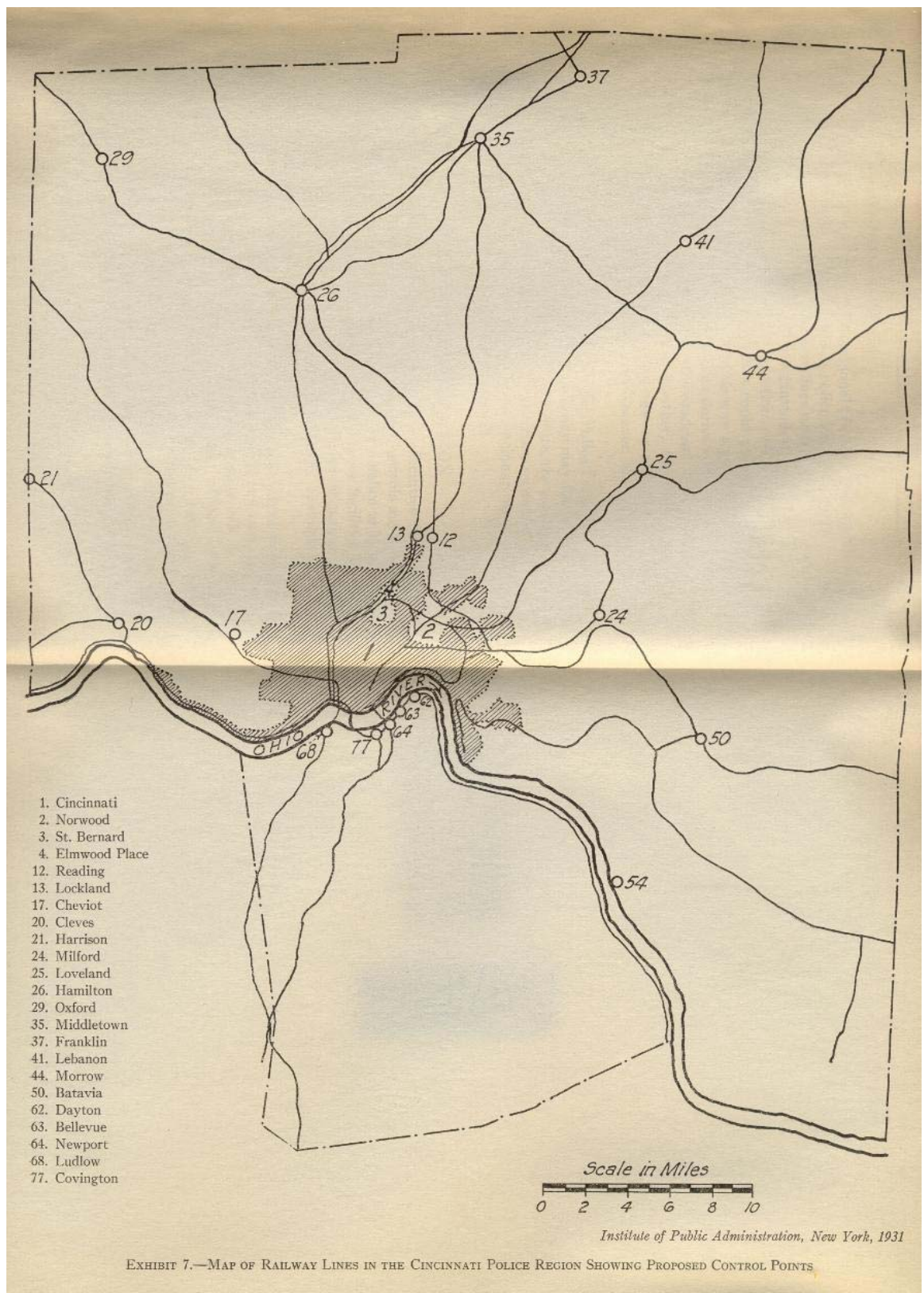
Control Points on Railways

A similar course can be followed with respect to steam and electric railroad lines, as indicated in Exhibits 6 and 7.

EXHIBIT 6
TABLE OF RAILWAY LINES AND CONTROL POINTS

RAILWAY	DIRECTION FROM CINCINNATI	CONTROL POINTS
Norfolk and Western.....	East	Norwood and Batavia, St. Bernard and Elmwood Place
Pennsylvania.....	East	Milford, Loveland and Morrow
Baltimore and Ohio.....	East	St. Bernard, Norwood and Loveland
C. L. & N.....	North	Norwood and Lebanon
C. C. C. & St. L. (Big Four).....	North	Elmwood Place, Middletown and Franklin
Pennsylvania.....	North	Norwood, Reading and Hamilton
Baltimore and Ohio.....	North	St. Bernard, Elmwood Place, Lockland and Hamilton
Chesapeake and Ohio.....	North	Cheviot
Baltimore and Ohio.....	West	Cleves
C. I. & W.....	West	Hamilton and Oxford
C. C. C. & St. L. (Big Four).....	West	Cleves and Harrison
C. N. O. & T. P.....	South	Ludlow
Louisville and Nashville.....	South	Covington and Newport
Chesapeake and Ohio.....	East	Covington, Newport, Bellevue and Dayton
Cincinnati, Hamilton and Dayton Traction Company.....	North	Hamilton and Middletown
Cincinnati, Georgetown and Portsmouth Traction Company.....	East	Mt. Washington (Cincinnati)

These show that the main railroad lines serving the region can be placed under observation in emergencies from 23 control points. For the most part, such control points are identical with those involved in the case of the highways, a total of 28 being required to cover the improved highways, railroads, and ferries taken together. Here again, however, it is necessary to emphasize the fact that the distribution of control points in Kentucky is not all that could be desired.



A Regional System of Communications

Any systematic approach to the regional problem just described might involve the extension of the Cincinnati police teletype service to these 28 communities, although direct telephone lines would provide a cheaper and reasonably satisfactory substitute in most instances. Since all of them will thereby be brought into quick communication with the various key points in the police region, the several counties could properly assume responsibility for the expense involved. In this way a generally equitable distribution of cost in relation to the benefits derived will be effected.

There remains the question of radio broadcast. For communication between one police headquarters and another, the radio possesses no marked advantages over the police teletype or commercial telephone. For communication with patrolling cars, however, it represents the only swift means thus far devised.

Experiments conducted by the Cincinnati Police Department indicate that the police broadcasts sent out from that city may easily be picked up at all points within the police region. If, therefore, the counties and cities will provide for the installation of police broadcast receivers in all police cars, special broadcasts can be sent out from Cincinnati upon request, for the benefit of police units throughout the region.

CRIMINAL INVESTIGATION

Thus far we have considered only those police facilities which are of a general nature. Despite the fact that systematic patrols are rarely maintained in the rural districts, the very existence of a police unit, no matter how rudimentary its character, implies at least some facilities for police service. When we turn to the matter of criminal investigation, however, we find a field of police duty which is systematically operated only in a mere handful of the larger police jurisdictions.

Little can be accomplished by way of providing specialized investigating forces so long as the police resources of the region are entrusted to a multitude of small communities. But there are certain aids to criminal investigation from which every police unit can profit. These are of such a specialized character that the smaller units, in the very nature of things, cannot employ them on an independent basis. Without exception such services relate to the various identification and record systems which produce the most significant results when operated on a large scale. The pages which follow will therefore be devoted to a consideration of the vari-

ous facilities which can be made available to all of the 147 independent police units.

Criminal Identification

Identification through photographs represents one of the most obvious aids to criminal investigation. By means of photographs of known offenders, complaining citizens are often able to make personal identifications. Fingerprints, on the other hand, provide the only positive method of personal identification and are chiefly valuable in preserving the complete criminal record of individual offenders. Through the National Division of Identification and Information at Washington and the State Bureau of Identification at Columbus, two great clearing houses are available as a means of preserving such continuity in the criminal history. There would also be a substantial advantage in establishing a clearing house for the entire police region under the auspices of the Cincinnati Police Department. Criminal records could thereby be made available within a few hours, resulting in the detention of many suspects now released for lack of a specific charge to lay against them.

Further, if the Cincinnati Police Department were to install a single fingerprint file, a certain number of crimes would be cleared up throughout the entire region by means of a quick comparison of latent prints found at the scene of a crime with this central file. The Cincinnati Police Department will require a single fingerprint file for its own purposes, and if this is made the depository for all fingerprints taken in the police region it will likewise prove of material assistance to all of the police units.

Cincinnati, Norwood and Middletown in Ohio, and Newport and Covington in Kentucky, are the only police forces now maintaining fingerprint and photograph files. In addition, the Hamilton Police Department and the county jails of Clermont, Butler and Warren counties take fingerprint impressions and photographs, but maintain no classified files. For the balance of the 147 police units, these modern aids to criminal investigation do not exist; or if occasionally taken, it is in response to some special set of conditions. In no case are facilities available for quick exchange with other police forces.

The technique of taking fingerprint impressions may be readily mastered within a few minutes, although the art and the science of fingerprint classification require years of study. It is therefore recommended that all police agencies within the region file copies of fingerprint impressions with the national and state bureaus, and also with the Cincinnati

Police Department. In this fashion, a regional clearing house will be provided and the advantages of personal identification extended to urban and rural districts alike.

Criminal Modus Operandi

With few exceptions, American police departments have not adopted the criminal *modus operandi* system, which serves to identify the professional criminal by his method of operating or "trade-mark." There are now evidences, however, that the system is winning acceptance. Further progress along this line will depend upon the number of coöperative relationships which are set up, in order that the collections of *modus operandi* records may not be of a fragmentary character. The police region here under discussion will provide an admirable and unique opportunity for such a relationship between the police departments concerned. If the Cincinnati Police Department will assume responsibility for operation of a *modus operandi* system and provide the necessary report forms to police agencies throughout the region, a major aid to criminal investigation will be secured. Although the assistance to be derived from a *modus operandi* system in all of its ramifications cannot be adequately treated in the present study, it may prove sufficient to state that by this one device not only will many crimes committed within the region be cleared up, but particular communities will from time to time be provided with a warning that offenders employing a given *modus operandi* are operating in their vicinity and presumably will shortly appear. Furthermore, descriptions of offenders can be pieced together by this device until a complete description is secured which leads directly to apprehension and conviction.

The Cincinnati Police Department now maintains a rudimentary *modus operandi* system which is quite inadequate for either local or regional demands. In fact, it is little more than a record of arrests, specially classified by types of crime. Adoption of the foregoing recommendations will involve the installation of a modern system in Cincinnati, classified by time, method, and object of attack, together with various other accepted aids to classification. For the other police agencies, which with Cincinnati would contribute to the file, complete reports on standard forms will be required for robberies, burglaries, bad check and similar fraudulent devices, and a few other specialized criminal methods.

Identification of Lost and Stolen Property

Police departments everywhere have found property identification records of great assistance in the recovery of lost and stolen property.

Thus, experience shows that from 85 to 90 per cent of stolen automobiles can be recovered, chiefly because of the ease with which they may be identified through motor, chassis, fly wheel, and magneto numbers. An equal degree of success cannot be secured for many other kinds of personal property because the means of the classification, and therefore of identification, are not so precise. However, property classifications do contribute materially to the recovery of lost and stolen property, particularly when such property finds its way into the hands of a pawnbroker or second-hand dealer, and the latter is required to report all property pawned or purchased to the local police headquarters.

Most of the pawnbrokers and secondhand dealers in the police region are located in Cincinnati. It follows that a large part of the property lost or stolen outside of Cincinnati, if it is pawned or sold at all, will be disposed of in that city. Cincinnati requires pawnbrokers and dealers to report daily concerning all property pawned and purchased, and maintains a classified file both for these and for property reported lost and stolen. St. Bernard and Middletown maintain more or less informal stolen property records, while Norwood, Hamilton, Dayton, Fort Thomas, Newport, Bellevue, and Covington maintain a record of stolen cars only. If these police departments and all other police units in the region were to file reports of lost and stolen property with the Cincinnati Police Department upon forms to be provided by that department, considerable advantage in the recovery of such property would immediately accrue.

CRIME RECORDS

The matter of systematic crime records and crime accounting will also warrant the attention of all police departments within the region.

It is probable that further development of police coöperation will depend upon a more precise knowledge of the character and extent of criminal acts committed within the region. In July, 1930, the United States Department of Justice was charged with the duty of collecting and publishing uniform crime reports. From the very outset the state of Ohio has been a leader in this work. At the present time over 90 per cent of Ohio's urban population is represented in the crime registration area, and in addition, over 60 Ohio counties are also submitting returns. Within the police region, all of the Ohio cities, and three of the four Ohio counties, are now included. While neither of the Kentucky counties, and only three of the eight Kentucky cities are submitting crime returns, the progress already made in extending the registration area holds high promise for

early completion. When that is effected, a complete enumeration of reportable offenses, together with seasonal variations and other distinguishing characteristics, will be available for use as occasion requires.

CONCLUSION

The foregoing recommendations constitute a program of coöperation and coördination which should evoke the lively interest of all police departments in the region. It is based upon accepted police methods and aims solely at a more effective repression of crime within the region.

Crime from its very nature knows no political boundaries. The offender travels hither and yon throughout the region in the same fashion as the law abiding population. In the natural course of events a certain number of offenses are committed at some distance from the offender's domicile. New means of transportation have greatly simplified escape from the jurisdiction where the crime was committed. Under these circumstances a common program of crime repression and certain common facilities represent a clearly indicated need.

Unfortunately, the scheme of police organization in force in rural areas is usually quite inadequate to meet modern requirements. The several counties can, if they will, minimize the effects of this condition by establishing extensive rural patrols and bodies of criminal investigators, together with other practical means of coördinated action along the lines recommended above. If this work is well and thoroughly performed, the absurd patchwork of county, township, village and city police forces will be rendered more effective during the years which must elapse before the whole medieval pattern is swept away, and a more rational system is substituted.

The signs which point to this as an eventual development become increasingly clear. In Iowa and Illinois, a state-wide system of rural vigilantes is organized, thus signaling the collapse of the sheriff-constable régime as a device for protection. In many other states there arises a movement, now rapidly gaining headway, to merge the smaller counties and towns so that a sufficient basis may be laid for governmental action along a wider front. Regional planning programs have appeared in most, if not all, of our metropolitan areas. State police forces are an accomplished fact. Everywhere we find a growing recognition of the need for larger governmental units, in order that more adequate public services may be organized.

The regional police question is but a part of this larger problem;

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