

REGULAR MEETING

The Common Council of the City of Indianapolis, met in the Council Chamber, Monday evening May 19, 1924, at 7:30 o'clock in regular session, President Walter W. Wise in the chair.

Present: The Hon. Walter W. Wise, President of the Common Council, and eight members, viz.: Messrs. Bernd, Bramblett, Buchanan, Clauer, Claycombe, King, Ray and Thompson.

Mr. Bramblett moved that the reading of the Journal be dispensed with. Carried.

REPORTS FROM CITY OFFICERS

From the City Controller:

May 19, 1924.

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—At the request of the Board of Public Works I am submitting to you a communication from the Board of Public Works, requesting the passage of an ordinance transferring the sum of \$4,000.00 from the Municipal Garage Maintenance and Repairs Fund in the Department of Public Works to the Public Buildings Fund in the Department of Public Works and re-appropriating the same to the latter fund, and declaring a time when the same shall take effect.

I respectfully recommend the passage of this ordinance.

Yours truly,

JOS. L. HOGUE,
City Controller.

May 19, 1924.

Mr. Joseph L. Hogue,
City Controller,
City of Indianapolis

Dear Sir—At the request of the Board of Public Works I herewith submit to you an ordinance transferring the sum of Four Thousand (\$4,000.00) Dollars from the Municipal Garage Maintenance and Repairs Fund in the Department of Public Works to the Public Buildings and Repairs Fund in the Department of Public Works and re-appropriating the same to the latter fund, and ask that you submit the ordinance to the Common Council for passage with your approval.

Respectfully
ELMER E. WILLIAMS,
Clerk Board of Public Works.

May 19, 1924.

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—At the request of the Board of Public Works I am submitting to you a communication from the Board of Public Works, requesting the passage of an ordinance transferring the sum of \$500.00 from the Furniture and Fixtures Tomlinson Hall Fund in the Department of Public Works, to the Payment of Appraisers Fund in the Department of Public Works, and re-appropriating the same the latter fund.

I respectfully recommend the passage of this ordinance.

Yours truly,

JOS. L. HOGUE,
City Controller.

May 19, 1924.

Mr. Joseph L. Hogue,
City Controller,
City of Indianapolis

Dear Sir—At the request of the Board of Public Works I herewith submit to you an ordinance transferring the sum of \$500.00 from the Furniture and Fixtures Tomlinson Hall Fund in the Department of Public Works, to the Payment of Appraisers Fund in the Department of Public Works, and re-appropriating the same to the latter fund, and ask that you submit the ordinance to the Common Council for passage with your approval.

Respectfully

ELMER E. WILLIAMS,

Clerk Board of Public Works.

May 19, 1924.

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—At the request of the Board of Public Works I am submitting to you a communication from the Board of Public Works, requesting the passage of an ordinance transferring the sum of \$1,000.00 from the Street and Alley Improvement Assessments Fund in the Department of Public Works to the Street Openings and Vacations Fund in the Department of Public Works and re-appropriating the same to the latter fund.

I respectfully recommend the passage of this ordinance.

Yours truly,

JOS. L. HOGUE,
City Controller.

May 19, 1924.

Mr. Joseph L. Hogue,
City Controller,
City of Indianapolis

Dear Sir—At the request of the Board of Public Works I herewith submit to you an ordinance transferring the sum of \$1,000.00 from the Street and Alley Improvement Assessments Fund in the Department of Public Works to the Street Opening and Vacations Fund in the Department of Public Works and re-appropriating the same to the latter fund, and ask that you submit the ordinance to the Common Council for passage with your approval.

Respectfully

ELMER E. WILLIAMS,

Clerk Board of Public Works.

May 19, 1924.

Mr. John W. Rhodehamel,
City Clerk,
City of Indianapolis.

Dear Sir—I am handing you herewith copies of an ordinance calling for the transfer of One Hundred (\$100.00) Dollars from the Miscellaneous Expense Fund of City Offices, in the Department of Finance, and appropriating the same to the "Memorial Day Expense Fund."

I ask that you kindly transmit this ordinance to the Common Council at the next meeting of that body for its passage.

Yours very truly,

JOS. L. HOGUE,
City Controller.

May 14, 1924.

To the President and Members of the Common Council, City of Indianapolis, Indiana:

Gentlemen—At the request of the Board of Public Safety I am sending you herewith copies of an ordinance calling for the appropriation of Three Thousand (\$3,000.00) Dollars out of any unappropriated funds of the City of Indianapolis to the New Automobiles Fund of the Police Department. This money is intended to be used to purchase two new automobiles needed by the Liquor Squad of the Police Department.

I respectfully recommend the passage of this ordinance.

Yours truly,

JOS. L. HOGUE,
City Controller.

May 14, 1924.

Mr. Joseph L. Hogue,
City Controller,
City of Indianapolis

Dear Sir—The Board of Public Safety respectfully requests you to recommend to the Common Council the passage of an ordinance appropriating the sum of Three Thousand (\$3,000.00) Dollars out of any unappropriated funds of the City of Indianapolis to the New Automobiles Fund in the Police Department under the Department of Public Safety, said sum to be used for the purchase of two new automobiles for use of the Liquor Squad.

Attached hereto please find copies of an ordinance covering the same.

Yours respectfully,
BOARD OF PUBLIC SAFETY,
By Oscar O. Wise,
Executive Secretary.

From the Board of Public Works:

May 19, 1924.

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—At the request of the Board of Public Works I herewith enclose copies of an ordinance for pasage changing the name of certain streets and parts of streets in the City of Indianapolis,

Indiana, the same being East New York street and East Marlowe avenue, and fixing the time when the same shall take effect.

Respectfully

ELMER E. WILLIAMS,
Clerk Board of Public Works.

From the City Plan Commission:

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—The City Plan Commission is herewith forwarding to your Honorable Body a petition from the residents in the neighborhood of the east side of Winthrop avenue from the first alley north of 40th street to the second alley north of 40th street, requesting a change from a U3 to a U1 district, and an ordinance covering such change.

The Plan Commission wishes to withhold its recommendation on this ordinance until after a hearing is held before your Body.

Respectfully submitted,

CITY PLAN COMMISSION,

R. A. Jamisch,
Secretary.

Filed May 3, 1924.

Indianapolis, Ind.
April 21, 1924.

City Plan Commission,
City of Indianapolis.

Dear Sirs—We, the undersigned, hereby petition for a reclassification of rear of lots No. 51 to 59, inclusive, on east side of Winthrop avenue, Hammonds & Briants Sub., from first alley north of 40th street to second alley north of 40th street, from business "U3" to residential "U1."

[Signed] G. A. Reed, 4170 Winthrop avenue; G. E. Helmer, (living at 3717 E. 16th street) 4176 Winthrop avenue; Edna L. Morris, 4162 Winthrop avenue; Claude Secrest and Edith H. Secrest, 4126 Winthrop avenue; Mary E. Ireland, 4136 Winthrop avenue; Julia L. Black, 4140 Winthrop avenue; Walter A. Ford, (living at 22 E. 33rd street) 4144 Winthrop avenue; Irvin G. Lick and Jennie P. Lick, 4139 Winthrop avenue; Alice M. Maury and J. B. Maury, 4064 Winthrop avenue; Amin E. Schooz, 4151 Winthrop avenue; Jos. Sertell, 3838 Winthrop avenue; Jene L. Holmes, (lives at 5139 Park avenue) 4101 Winthrop avenue.

May 19, 1924.

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—The City Plan Commission has had under consideration the matter of the change of district designations as set out in General Ordinance No. 114. 1922, of the territory between 2th and 16th streets, between Pershing avenue and White River, from an A2 to an A3 Classification.

An ordinance setting forth such a change is hereby submitted

to your Honorable Body, with the recommendation that it be given favorable action by you.

Respectfully yours,
CITY PLAN COMMISSION,
R. A. Jamisch,
Secretary.

May 19, 1924.

To the President and Members of the Common Council of the City of Indianapolis, Indiana:

Gentlemen—The City Plan Commission has had under consideration the matter of the change of district designations as set out in General Ordinance No. 114, 1922, of the territory at the southwest corner of Kenwood avenue and Westfield Boulevard, from the U3 to a U1 classification.

An ordinance setting forth such a change is hereby respectfully submitted to your Honorable Body with the recommendation that it be given favorable consideration.

Respectfully yours,
CITY PLAN COMMISSION,
R. A. Jamisch,
Secretary.

INTRODUCTION OF APPROPRIATION ORDINANCES

By the City Controller:

APPROPRIATION ORDINANCE NO. 9

AN ORDINANCE transferring the sum of One Hundred Dollars from the "Miscellaneous Expense Fund of City Offices," in the Department of Finance, to the "Memorial Day Expenses Fund" and declaring a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the sum of One Hundred (\$100.00) Dollars be and the same is hereby transferred from the "Miscellaneous Expense Fund of City Offices" in the Department of Finance, to the "Memorial Day Expenses Fund."

Section 2. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Finance.

By the City Controller:

APPROPRIATION ORDINANCE NO. 10, 1924.

AN ORDINANCE appropriating the sum of Three Thousand (\$3,000) Dollars to the New Automobiles Fund in the Police Department under the Department of Public Safety, and providing the time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That there be and hereby is appropriated the sum of Three Thousand (\$3,000.00) Dollars out of any unappropriated funds of the City of Indianapolis to the New Automobiles Fund in the Police Department under the Department of Public Safety to be used for the purchase of two new automobiles for the Liquor Squad in the Police Department.

Section 2. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Finance.

By the City Plan Commission:

GENERAL ORDINANCE NO. 48, 1924.

AN ORDINANCE to amend General Ordinance No. 114, 1922, entitled, An ordinance dividing the City of Indianapolis into districts for the purpose of regulating and restricting the location of trades, callings, industries, commercial enterprises and the location of buildings designed for specified uses; of classifying, regulating and determining the area of front, rear and side yards and other open spaces about buildings; of regulating and determining the use and intensity of use of land and lot areas within such city; creating a board of zoning appeals, defining certain terms used in said ordinance; providing a penalty for its violation and designating the time when the same shall take effect," and fixing the time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the U1 or dwelling house district, the A2 or 4800 square foot area district and the H1 or 50 foot height district as established by General Ordinance No. 114, 1922, be and the same is hereby amended, supplemented and changed so as to include the following described territory:

Beginning at a point on the south property line of the first alley south of 42nd street, said point being 100 feet east of the east property line of Winthrop avenue; thence east with and along said alley line to the west right-of-way line of the C. I. & L. R. R. (Monon); thence south with and along said right-of-way line to the south property line of the second alley south of 42nd street; thence west with and along said alley line to a point 100 feet east of the east property line of Winthrop avenue; thence north to the point or place of beginning.

Section 2. This ordinance shall go into full force and effect from and after its passage and publication according to law.

Which was read a first time and referred to the Committee on Law and Judiciary.

By the City Plan Commission:

GENERAL ORDINANCE NO. 49, 1924.

AN ORDINANCE to amend General Ordinance No. 114, 1922, entitled, An ordinance dividing the City of Indianapolis into districts for the purpose of regulating and restricting the location of trades, callings, industries, commercial enterprises and the location of buildings designed for specified uses; of classifying, regulating and determining the area of front, rear and side yards and other open spaces about buildings; of regulating and determining the use and intensity of use of land and lot areas within such city; creating a board of zoning appeals, defining certain terms used in said ordinance; providing a penalty for its violation and designating the time when the same shall take effect," and fixing *Be It Ordained by the Common Council of the City of Indianapolis, Indiana:*

Section 1. That the U1 or dwelling house district, the A3 or 2400 square foot area district and the H1 or 50 foot height district as established by General Ordinance No. 114, 1922, be and the same is hereby amended, supplemented and changed so as to include the following described territory:

Beginning on the center line of West 12th street at its intersection with the center line of the first alley west of Pershing avenue; thence north with and along the center line of said alley a distance of 368.10 feet; thence east to the east property line of Pershing avenue; thence south with and along the east property line of Pershing avenue, a distance of 35.10 feet; thence east to the center line of the first alley east of Pershing avenue; thence north with and along the center line of said alley and center line of said alley extended north to a point 100 feet south of the south property line of West 16th street; thence east and parallel to and 100 feet distant from the south property line of 16th street, to the west bank of White river; thence south-easterly with and along the west bank of White River to a point, said point being where the center line of the first alley east of Miley avenue extended north would intersect the west bank of White River; thence south with said extension and center line of said alley to a point, said point being where the center line of 12th street extended east would intersect the center line of said alley; thence west with the said extended line of 12th street and the center line of 12th street to the point or place of beginning.

Section 2. This ordinance shall go fully into force and effect from and after its passage and publication according to law.

Which was read a first time and referred to the Committee on Law and Judiciary.

By the City Plan Commission:

GENERAL ORDINANCE NO. 50, 1924.

AN ORDINANCE to amend General Ordinance No. 114, 1922, entitled, An ordinance dividing the City of Indianapolis into districts for

the purpose of regulating and restricting the location of trades, callings, industries, commercial enterprises and the location of buildings designed for specified uses; of classifying, regulating and determining the area of front, rear and side yards and other open spaces about buildings; of regulating and determining the use and intensity of use of land and lot areas within such city; creating a board of zoning appeals, defining certain terms used in said ordinance; providing a penalty for its violation and designating the time when the same shall take effect," and fixing the time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the U1 or dwelling house district, the A1 or 7500 square foot area district and the H1 or 50 foot height district as established by General Ordinance No. 114, 1922, be and the same is hereby amended, supplemented and changed so as to include the following described territory:

Beginning on the center line of Wenwood avenue at its intersection with the center line of 56th street; thence south with and along the center line of Kenwood avenue, a distance of 115 feet; distant from the center line of 56th street, extended west to the Canal; thence northeasterly with the east bank of the Canal to a point, said point being where the center line of 56th street extended west would intersect the east bank of the Canal; thence east with and along the center line of 56th street extended west to the point or place of beginning.

Section 2. This ordinance shall go into full force and effect from and after its passage and publication according to law.

Which was read a first time and referred to the Committee on Law and Judiciary.

By Mr. King:

GENERAL ORDINANCE NO. 51, 1924.

AN ORDINANCE amending Section 14 of General Ordinance No. 37, 1923, known as "The Traffic Ordinance of 1923" as amended by Section 2 of General Ordinance No. 109, 1923, and declaring a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That Section 14 of General Ordinance No. 37, 1923, as amended by Section 2 of General Ordinance No. 109, 1923, be and the same is hereby amended by adding to said section as Sub-section 4 thereof, the following:

4. For a continuous space of twenty-five (25) feet south of the south line of Court street on the west side of Illinois street.

And that as so amended said Section 14 shall read as follows:

Section 14. (a) No taxicab shall park at any place within the Congested District except within the following places:

1. For a continuous space of one hundred fifty (150) feet on the northeast end of the first block of Kentucky avenue south of Washington street in the center of Kentucky avenue.

2. For a continuous space of one hundred fifty (150) feet on the east end of Market street between Illinois street and Capitol avenue on the north side thereof.

3. On the north side of Jackson Place, between Illinois street and McCrea street, provided, however, that all such taxicabs shall be parked at right angles with the north curb of Jackson Place, with the rear of such machines parked flat against the curb; and provided further, that no such taxicabs shall be parked within fifty (50) feet of the east curb line of Illinois street or the west curb line of McCrea street.

4. For a continuous space of twenty-five (25) feet south of the south curb line of Court street on the west side of Illinois street.

5. Between the hours of eight o'clock a. m. and seven o'clock p. m., no vehicles except taxicabs shall park in or on any of the aforesaid spaces reserved for taxicabs.

This ordinance shall bein full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Public Safety.

By the City Controller:

GENERAL ORDINANCE NO. 52, 1924.

AN ORDINANCE transferring the sum of One Thousand (\$1,000.00) Dollars from the Street and Alley Improvement Assessments Fund in the Department of Public Works to the Street Openings and Vacations Fund in the Department of Public Works and reappropriating the same to the latter fund, and declaring a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the sum of One Thousand (\$1,000.00) Dollars from the Street and Alley Improvement Assessments Fund in the Department of Public Works be and the same is hereby transferred to and reappropriated to the Street Openings and Vacations Fund in the Department of Public Works.

Section 2. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Finance.

By the City Controller:

GENERAL ORDINANCE NO. 53, 1924.

AN ORDINANCE transferring the sum of Five Hundred (\$500.00) Dollars from the Furniture and Fixtures Tomlinson Hall Fund in the Department of Public Works, to the Payment of Appraisers Fund in the Department of Public Works and reappropriating the same to the latter fund and declaring a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the sum of Five Hundred (\$500.00) Dollars in the Furniture and Fixtures Tomlinson Hall Fund in the Department of Public Works be and the same is hereby transferred to and reappropriated to the Payment and Appraisers Fund in the Department of Public Works.

Section 2. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Finance.

By the City Controller:

GENERAL ORDINANCE NO. 54, 1924.

AN ORDINANCE transferring the sum of Four Thousand (\$4,000.00) Dollars from the Municipal Garage Maintenance and Repairs Fund in the Department of Public Works to the Public Buildings and Repairs Fund in the Department of Public Work and reappropriating the same to the latter fund, and declaring a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the sum of Four Thousand (\$4,000.00) Dollars from the Municipal Garage Maintenance and Repairs Fund in the Department of Public Works be and the same is hereby transferred to and reappropriated to the Public Buildings and Repairs Fund in the Department of Public Works.

Section 2. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Finance.

By the Board of Public Works:

SPECIAL ORDINANCE NO. 10, 1924.

AN ORDINANCE changing the name of certain streets and parts of streets in the City of Indianapolis, Indiana, and fixing the time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the name of the streets and parts of streets herein mentioned be, and the same is hereby altered, changed and shall hereafter be known by the name given it in this ordinance.

Section 2. That the first street north of East Ohio street now called East New York street (a part of which is also called East Marlowe avenue) from the east property line of Dorman street to the west property line of Randolph street, shall be changed to and hereafter be known and designated as "East Marlowe avenue."

Section 3. That the second street north of East Ohio street now called East Marlowe avenue (also known as East New York street), from the east property line of Dorman street to the west property line of Arsenal avenue, shall be changed to and hereafter be known and designated as "East New York street."

Section 4. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Parks.

By Mr. Claycombe:

SPECIAL ORDINANCE NO. 11, 1924.

AN ORDINANCE annexing certain territory to the City of Indianapolis, Indiana, defining a part of the boundary line of said city, and fixing a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. That the City of Indianapolis be and the same is hereby extended so as to include the following described territory, all of which is hereby annexed to and made a part of the territory constituting and forming the City of Indianapolis, in Marion county, Indiana:

Beginning at a point on the north line of Sixteenth street (also known as Crawfordsville Road), said point being in the center line of the first alley west of Berline street; thence north with the center line of the aforesaid alley to the center line of Seventeenth street; thence east with the center line of Seventeenth street to the west line of Berline street; thence northwest with the aforesaid west line and street following the corporation line to a point in the east line of the Lafayette Road, said point being the northeast corner of the intersection of the Myers Road and the Lafayette Road; thence southeast along the east line of the Lafayette Road to a point where the Riverside Park property line ends in said line; thence east along the Riverside Park property line to the west bank of White River; thence southeast with the meandering of the west bank of White River to the north line of Sixteenth street (also known as Crawfordsville Road); thence west with the north line of Sixteenth street (also known as Crawfordsville Road) to the place of beginning.

Section 2. This ordinance shall be in full force and effect from and after its passage.

Which was read a first time and referred to the Committee on Parks.

INTRODUCTION OF MISCELLANEOUS BUSINESS

By Mr. Buchanan:

RESOLUTION

WHEREAS, Dr. Joseph C. McGrail, a citizen, was shot and killed by a robber or robbers, Wednesday night, May 14, at Fifty-fourth street and Washington boulevard, in the City of Indianapolis, and

WHEREAS, the murderer or murderers are still at large and will constitute a menace to all other law-abiding citizens of the City of Indianapolis until captured and brought to justice.

BE IT RESOLVED, that the Common Council of the City of Indianapolis recommend that the city controller approve an appropriation of \$250 for a reward fund to be given to the person or persons who capture the murderer or murderers or give the police of the City of Indianapolis information leading to his or their arrest and conviction.

Signed HEYDON W. BUCHANAN.

Which was adopted on motion of Mr. Buchanan.

By the Committee on Public Safety:

A SURVEY OF THE INDIANAPOLIS POLICE DEPARTMENT.

INTRODUCTION

At the request of Mr. John E. King, Chairman of your Public Safety Committee, the Civic Affairs Department of the Chamber of Commerce has made an exhaustive survey of the Indianapolis Police Department with a view to determining what need, if any, exists for increasing the membership of the department at the present time.

At the outset it is a pleasure to testify to the splendid courtesy and very fine spirit of cooperation that has been manifested on every hand from the Chief down through all ranks in the course of this survey. Records have been freely placed at our disposal in the best spirit possible and officers have at all times been glad to discuss the problems with which they deal.

To arrive at the judgments supporting the conclusions and recommendation hereinafter set forth, it has been necessary to make a painstaking examination of many departmental records and some thousands of individual reports submitted by policemen. The inadequacy of informing records and periodical summaries has presented a considerable obstacle in reviewing the factors which indicate the volume of crime and police business in general and the effectiveness of the department in meeting its problem. The detective bureau and accident prevention bureau, alone have good records. In the uniformed division no classification of minor complaints by character of offense is maintained and no distribution of complaints is made according to district on which reported. Only by reviewing the daily reports of the several policemen assigned to a given district or beat, can any indication of crime conditions on that district be ascertained. Information contained in these reports generally does not match with complaints arising in the district for the reason that complaints handled directly by the detective bureau or special squads are not classified by patrol district. Reports of felony complaints are re-

corded in a register kept by an Emergency Sergeant. This record, limited as it is to felony complaints, shows but a portion of the picture and is a duplication of detective bureau records. A record of arrests made by each member of the uniformed force is kept in a register which is wholly meaningless. Arrests are tallied daily to the credit of the officers connected with the arrest. All officers coming upon the scene of an arrest are slated as arresting officers regardless of their part in effecting the arrest. No index of arrests by location is maintained. Finally, the arrests are not classified by nature of the charge nor does the record show whether the arrest was of any value, there being no indication as to the disposition of the case.

A most astonishing evidence of the unreliability of summarized information presented to the Chief and the Board of Safety is shown in a tabulation of the daily morning return of the uniformed force. This report is designed to afford a daily comparison of the cumulated volume of police business with the total shown for the corresponding day a year previous. Information is shown under the heads, arrests, complaints, (partial) and general information. A copy of a portion of the report for the twenty-four hours ending January 1st, 1924, will speak for itself, as follows:

Daily Morning Report of Uniformed Force for 24 hours Ending at:
Midnight January 1, 1924.

ARRESTS

	This Day	This Year To Date	Last Year To Date	Increase	Decrease
Burglary	2	2	78		76
Robbery			14		14
Homicide			10		10
Misc. Felonies	1	1	1563		1562
Vagrancy	8	8	2947		2939
Disorderly Conduct	3	3	2548		2545
Misc. Misdemeanor	16	16	3681		3665
Juvenile Delinquency	1	1	2418		2417
Traffic Violation	2	2	1872		1870

COMPLAINTS

	This Day	This Year To Date	Last Year To Date	Increase	Decrease
Burglary	2	2	392		390
Homicide			4		4
Assault					
Robbery			363		363
Forgery*	19	19	5327		5308
Larceny					
Pocket Picking					
Crimes Against Nature					
Gambling					
Bunco Games					
Disorderly Houses					
Street Soliciting					
Malicious Trespass					
Miscellaneous	1	1	4487		4486

*The figures shown on this line should have been entered as Larcenies.

GENERAL INFORMATION

	This Day	This Year To Date	Last Year To Date	Increase	Decrease
Value of Property Stolen (Estimated)					
Value of Property Recovered (Approx.)	110.00	110.00	8809475		*8798475
Fires Discovered					
Fires Attended	1	1	259		258
Lightoutages Reported	2	2	329		327
Unlocked Doors Reported					
Street Defects Reported	1	1	547		546
Suspected Disorderly Houses					
Suspected Illegal Possession of Liquor					
Suspected Gambling Houses Reported					
Traffic Violators Warned at Headquarters					
Number Bicycle and Wagon Calls	60	60	15367		15307
*Error in Subtraction					

The tremendous decrease in arrests and complaints for the present year as compared with 1923, would, if true, be cause for alarm in the matter of arrests and for congratulations in case of decreased complaints. The error consists in comparing the record of January 1, 1924, with the cumulated total for the whole of 1923. That this record serves no purpose in administrative review of the police problem is evidenced by the fact that the same error has persisted day after day up to the present time. Thus, the daily report for the day ending March 31, 1924, shows:
Daily Morning Report of Uniformed Force for 24 hours Ending at
Midnight March 31, 1924.

ARRESTS

	This Day	This Year To Date	Last Year To Date	Increase	Decrease
Burglary		30	98*		68
Robbery		8	14		6
Homicide			10		10
Misc. Felonies	5	377	1563		1157
Vagrancy	12	1056	2956**		1823
*Blind Tiger	2	180	2548		2336
Misc. Misdemeanor	35	2654	3681		1854
Juvenile Delinquency		114	2418		2384
Traffic Violators	6	361	1872		1480

COMPLAINTS

	This Day	This Year To Date	Last Year To Date	Increase	Decrease
Burglary	1	63	392		324
Homicide					
Assault					
Robbery	1	64	363		296
Forgery					
Larceny	21	1347	5327		3816
Crimes Against Nature					
Gambling					
Bunco Games					
Disorderly Houses					
Street Soliciting					
Malicious Trespass					
Miscellaneous	17	934	4487		1503

* The 78 shown on January 1 report for last year's total has become 98.

**The 2947 shown on January 1 report for last year's total has become 2956. Other figures correspond.

Not until the last day of the year will the comparative figures be shown on a comparable basis.

The Secretary of the Chief of Police is required to make up the daily morning return. It is noteworthy that he must daily plow through a half dozen departmental records to get the information required for the report. Daily summaries are not prepared by divisions doing the work reported upon.

In the light of the inadequacy of recorded information classified as to nature of business, period of time and location of occurrences, it became necessary for us to examine primary reports, supplementing this by frequent consultations with commanding officers. Without such an analysis of the volume of crime and police conditions in general as a support to opinion it is difficult to see what is the basis for a request that the police force be strengthened in number.

SUMMARY OF CONCLUSIONS

In determining the personal service requirements of the police department we have started with the number at present employed rather than any proposed number as a basis for arriving at a conclusion as to the need for additional men. Summarizing our conclusions we find that, when due regard is given to the outstanding opportunities for increasing effectiveness of the present force, no need exists for the employment of additional policemen at the present time.

The department is suffering from important losses and wastage of man power. This wastage of men is traceable to eight major sources which may be summarized briefly as follows:

I LOSSES RESULTING FROM IMPROPER ASSIGNMENT OF OFFICERS AND PATROLMEN TO TASKS OUTSIDE OF THE POLICE DEPARTMENT'S PROPER JURISDICTION.

This waste is the most easily observed and the most universally admitted. The police payroll (March) shows a complement of 534 employes. Of this number no less than 25 are regularly detailed to duties outside the department. Examples of improper details are as follows: A captain and a sergeant of police to the Mayor's Office, a

lieutenant and a policewoman to the Comptroller's office, a lieutenant to the Board of Public Safety. Two sergeants are detailed to the office of the Indianapolis Humane Society as required by law. This law should be repealed. Prior to its repeal, patrolmen should be detailed as acting sergeants. A sergeant (woman) is assigned as City Court Probation Officer. Improper assignments of patrolmen and policewomen include one patrolman assigned to the Criminal Court, three patrolmen to the City Court, three patrolmen and four policewomen to the Juvenile Court, one patrolman and two policewomen to the City Market, three patrolmen to the City Hospital, one patrolman to the City Garage. The aggregate of salaries paid to the above detailed members annually amounts to \$45,741. This expenditure is a little more than enough to pay for the salaries of twenty-six patrolmen. In the case of the clerkship in the Comptroller's office, and Court and City Hospital assignments it would be necessary for the units of government requiring the services to employ a clerk and a few attendants. Hence, a portion of the amount saved in the police budget would have to be included as additions to the budgets of other departments of government. But these employes should be hired at rates prevailing for the type of work required, selected because of special fitness for clerical or attendant duty and paid by funds appropriated to and accounted for the division of government which uses the services in question.

II DOUBLE PATROL ON NIGHTS TOURS

An even more striking waste of men is found in the practice of assigning patrolmen in pairs to cover their districts or posts from 7 P. M. to 3 A. M. This is a great extravagance and should be discontinued at once. Patrolmen should be distributed in three platoons instead of four and patrol singly on all posts except possibly three or four which are regarded as particularly troublesome. At the present time there are fifty-nine districts or posts. If the department's personnel were brought up to the normal strength required to cover these districts on the present basis of assignment, as is contemplated, there would be a wastage of at least fifty-five men per day after allowing for double patrol on four districts. Excluding the districts which are now "lapped" with others on the night tours of duty and patrolled by pairs of men riding in automobiles, there remain thirty-five district territories patrolled by pairs of men on foot. Here then is a waste of at least thirty-one men representing an annual salary outlay of \$54,746. Considered in other terms here are thirty-one men available for increasing the strength of the force on three regular tours of duty. Cities like Chicago, Rochester, Newark and New Orleans do not employ double patrol as will be shown in the main section of this report.

III SPECIAL ASSIGNMENTS OVERDONE.

Men are being wasted as a result of over-specialization in various units of the police organization. An economy in the use of men may be brought about by consolidating some of the special commands with the regular uniformed patrol organization. From 7 P. M. until 3 A. M. thirty-five territories. (two districts included in each of five territories) are covered by as many pairs of foot patrolmen, supervised by two field lieutenants and four field sergeants. With single patrol in all except four districts, a total of thirty-nine men would be required to cover these areas instead of seventy. During this

booze and moral squads are on duty from 3 P. M. to 11 P. M.) A same period of time eight officers and thirty-eight patrolmen, a total of forty-six men, are now assigned to some form of motor patrol duty. Ten men are patrolling districts in Fords, three lieutenants sergeant and four men are held as emergency reserves at police headquarters, four sergeants and eight men are assigned to four night riding squads, ten patrolmen called bikemen but equipped with Fords, are in reserve at five sub-stations.

This distribution is defective in that it allows a disproportionate number of men for special assignments. By absorbing special service squads in the regular uniformed patrol force commands a saving of at least fifteen men can be made.

IV ORGANIZATION STRUCTURE DEFECTIVE.

A loss in general effectiveness is experienced by reason of the top-heavy centralized supervision of patrol platoons. Management of the patrol force on duty throughout the whole city is given over to a captain of police for a period of eight hours. This territory is too large to afford a captain opportunity to give intensive review to police work carried on by his men. Nor is it possible under the present arrangement to fix responsibilities on supervisory captains for conditions found to prevail. In sharing responsibility for the same territory, the rendering of definite accountability must be abandoned.

The system encourages the practice of tacking on special units independent of main commands whenever special responsibility is required. Thus we find booze squads, morals squad, accident prevention bureau, night riding squads, sub-station emergencies, motorcycle unit and special details in large number.

The organization structure should be confined to three major functional activities; the uniformed force, under two divisions, patrol and traffic, the detective bureau, and the secretarial or clerical division composed of civilian employees.

In order to bring about a greater degree of responsibility in policing the several sections of the city, to eliminate over-specialization in commands and to confront the uniformed force with the duty of performing all phases of police work up to the limit of its capacity, it is recommended that the city be divided into four districts—central, north-northeast, south-southeast and west—each to have a quota of men under the command of a captain or acting captain. These commands should be quartered at suitably located fire stations, as in the case of present so-called sub-stations. Instead of dividing responsibility for the entire city between three commanding officers daily they should be held to full account for conditions in their respective districts for each twenty-four hours of the day. The present special units of organization should be merged with the divisional commands.

Computing the maximum number of officers that would be required to supervise the uniformed force, under a scheme of divisional commands, it is found that important reductions could be made in ranks above sergeant. Thus, four captains, including one assigned to the detective bureau, instead of eight would be required, eleven lieutenants, including four to the detective bureau, in place of twenty-one. The number of field sergeants should be increased from eleven to twenty-nine including two assigned to traffic. Other sergeants perhaps five in number, may be required for desk duty at stations, making a total of thirty-four compared with twenty-six at present.

While it is not possible to estimate in terms of number of men what the saving in men would be, as a result of a reorganization along this line, it is believed to offer considerable opportunity for increasing the effectiveness of the force.

Changes in methods of patrol and patrol supervision may be made which will increase the availability of patrol service in given territories and improve its character. The size of many districts should be reduced, particularly in troublesome areas. A sufficient number of improperly assigned men can be found to provide for the patrol of at least twenty-four new districts. The establishment of fixed post patrol booths at advantageous points in the outlying sections of the city will provide a greater availability of police service in those areas. Sergeant supervision of patrol should be strengthened by the assignment of perhaps sixteen additional field sergeants. Effective patrol cannot be had without adequate field supervision.

V OTHER MATTERS OF ORGANIZATION.

—Detective Bureau—

Two outstanding improvements are needed in the detective bureau. The distribution of detectives as between day and evening shifts is defective. At present the two shifts are about equal in size. The proportion should be something like three day teams to one evening team. The bulk of assignments should be made to day men.

Following this readjustment and the accomplishment of necessary improvements in the organization, supervision and distribution of the uniformed patrol force, it should be possible to reduce the number of detectives by some six men who would be available for regular patrol duty.

There is serious need for the assignment of an assistant as understudy to the criminal identification expert.

—Traffic Division—

The traffic division is set up as an unit coordinate with the uniformed force and detective bureau under the command of an inspector of police. This is bad organization. The traffic division should be under the jurisdiction of the inspector of the uniformed force and its commander be of a rank subordinate to that officer. Otherwise the traffic division tends to become a sort of separate little police department outside the pale of any officer who can enforce a proper degree of coordination between the patrol and traffic forces. There is no need for a lieutenant of police in the traffic division.

The motorcycle division for the same reasons should be under the immediate jurisdiction of the traffic command. This division is now a sort of unattached free lance unit. Its work should be reviewed and managed by an officer ranking above the sergeant who now controls this unit.

A saving of two men could be made through discontinuing the use of the traffic tower system. These towers impede rather than aid the flow of traffic on and across Washington street.

—Consolidation of Headquarters Offices—

The information desk, emergency sergeants' desk and turnkey's office, should be consolidated thereby saving at least two employes after ample provision has been made for conducting the business falling to a central division office command.

—Clerical Division—

Clerical work, other than that required in divisional commands, should be headed up under a single responsible Chief Clerk or Secretary of the Department who should be a civilian. A clerk-stenographer and junior clerk, preferably girls, should be employed. These should be directed by the Chief Clerk. The keeping of financial records, property records, personnel records and the preparation of summary reports gathered from daily returns of various units of the department's organization, should be cared for by the Chief Clerk. This arrangement would release a lieutenant of police for assignment in a command where his wide experience in policing could be fully utilized. At present he is performing duties ranging from assistance to captains in preparation of assignment schedules and special details down to filing reports and pasting automobile numbers, tasks which could be done by a junior civilian clerk.

—Custodial Service—

A sergeant of police, a trafficman, a patrolman and a painter are now employed in looking after property held as evidence, lost and stolen property recovered, and in the repair of traffic equipment. All of this work could easily enough be done by two capable civilians; a custodian who would have charge of the janitor service and a repairman.

—Mechanical Service—

Civilians should be employed at prevailing rates of pay to look after the repair and upkeep of the department's motor equipment. A foreman should be required to keep an accurate record of service and repair costs for each piece of equipment and a complete record of motor fuel, oil and tire costs.

—Gamewell Service—

Patrolmen detailed as Gamewell Operators should be replaced by civilians. Their duties are entirely mechanical. Civilians can transmit police orders as well as patrolmen.

—Elimination of Unnecessary Distinction of Rank in the Uniformed
—Service Recommended—

All uniformed men below the rank of sergeant should be classified in a single rank. At present they are divided into five groups, patrolmen (first and second year), wagonmen, motor police, motorcycle police and traffic men. Salaries attaching to these ranks are determined by ordinance. Patrolmen receive \$1551.00 for the first year and \$1733.75 thereafter. Wagonmen receive \$1752.00 per annum. Turnkeys, motor police, motorcycle police and trafficmen receive \$1800.00 per annum. Such distinctions in rank are not customary in other large cities.

There is no justification for these differences in pay. Wagonmen and motor police perform services in no way superior to that which must be expected of a patrolman and the compensation should be the same for each group. Moreover, distinctions in rank prevent police officials from making necessary readjustments in assignment to particular duties from time to time. To effect a change from one type of duty to another at present requires action of the Board of Public Safety in making promotion or reduction. This is a cumbersome procedure and simply opens the way for effecting petty political rewards or punishments.

If all members below the rank of sergeant were paid at the patrolman's rate, the annual salary saving would be equivalent to the salary of five patrolmen.

—Park Police—

Seasonal demands for policing parks places a heavy strain on the police department, and it is not always possible to supply patrolmen who measure up to the special requirements of the public park authorities. They demand officers specially gifted in regulating recreational activities, careful to protect park property, men who are responsible to officials of the park department and who can be used as attendants or custodians in hours when their regulatory duties are slight or nil. It has always been customary for the police department to furnish details of men to police parks but this practice should be discontinued. The Park Board should employ its own police who could also be used to advantage in enforcing traffic regulations over the boulevard system. They should be invested with powers of special police and uniformed in khaki or gray.

VI SURGICAL DIVISION INADEQUATE.

Absences due to sickness constitute an average daily loss of men which is excessive. A computation of sick losses for the first quarter of 1924 showed a total average loss of four and one-half days per employe. This figure is only slightly, if at all, less than a reasonable average sick loss per employe in a group of five hundred for a whole year.

Medical supervision as furnished by part time surgeons is inadequate. In addition to their medical duties, police surgeons must exercise a supervision which is essentially disciplinary in character. This cannot be had without more frequent visitation by the surgeon upon the sick member.

It is recommended that the city hospital take over the medical work now performed by the surgical division in the Department of Public Safety. Members of the hospital resident staff working in the out-patient department can easily include calls upon sick members of the police and fire forces in the course of their daily rounds. With the introduction of an more exacting supervision in sick cases it is not unreasonable to expect a daily average reduction of perhaps seven sick days per employe per year. This would be equivalent to a saving of ten men per year.

VII DISCIPLINE LAX.

Poor discipline does not account for a loss of men but it does constitute a serious wastage. If the Chief of Police is supported by his superiors in vigorously toning up the departments' state of discipline, the effectiveness of the force can be increased tremendously. Any estimate of the exact amount of waste of man power resulting from loose discipline must be regarded as a guess. Nevertheless it is ventured that an effort to improve discipline unhampered by outside influences of politics, religion, and group alliances—and no less an effort must be demanded—will demonstrate that five hundred men can do as much work in the suppression of crime as six hundred could do under lax standards of discipline.

VIII MERIT SYSTEM.

Fundamental to all considerations of ways and means of strengthening the morale and general efficiency of the force is the

need for substituting a form of merit system for the present scheme of recruitment, training and promotion of policemen. Conspicuous progress in police business is bound to wait on improvement along these lines. Specific recommendations relating to the establishment of a merit system will be submitted in a later report.

CONCLUSION OF SUMMARY REPORT

It is submitted that the cumulated evidences of waste cited above can easily be eliminated with the possible exception of a few of the special details and that when this is accomplished, the present personal service quotas of the department will be found to be adequate. In all, a total of more than one hundred men should be released from present assignments and put to work where men are most needed. In addition it is reasonable to believe that an important increase in efficiency may be brought about which will effect a further enlargement of an usefulness of the present force. Indeed, it would not be too much to expect that an equivalent of the present number of men, if more carefully selected and promoted, more efficiently organized and more closely supervised, could achieve better results than would be obtained by an actual increase in the present quotas under the prevailing scheme of organization and management. Until significant improvements in the matter of selecting and using men are brought about and until there is demonstrated progress in eliminating of greatly reducing the jealousies, suspicions and clique alliances now existent in the department it would be foolish to contemplate the addition of more men.

SURVEY OF INDIANAPOLIS POLICE DEPARTMENT.

In developing the arguments for the support of conclusions submitted in the summary report, subjects will be discussed in a slightly different order. Consideration of matters of organization will precede discussion of opportunities for improvement in methods and procedure.

ORGANIZATION

Under the present scheme of organization, responsibility for the management of the entire uniformed force is assumed in whole or in part by six police officers. First the Chief of Police, as is proper, accepts responsibility for policing the whole city by the uniformed force and other divisions as well. Then an inspector of police attached to the uniformed force has supervision of all captains, lieutenants, sergeants, uniformed police exclusive of trafficmen, and some of the policewomen. The inspector has no jurisdiction over traffic. His hours of duty are from early afternoon to early evening. By this arrangement of schedule the inspector is on duty during a portion of the day when the chief is absent. Next in rank are the captains of police, who also are charged with responsibility for policing the entire city. But, in the case of captains, this responsibility is definitely limited to a period of eight hours, while actually on duty in command of a relief of officers and patrolmen. A captain is responsible for conditions throughout the city from 7 A. M. to 3 P. M. At 3 P. M. he lays aside his uniform and likewise his responsibility. He is then relieved by another captain who assumes responsibility for conditions in the whole city until 11 P. M. At this hour another change is made, when a third captain takes charge until 7 A. M.

With an arrangement of this sort it is obvious that every opportunity is afforded for "passing the buck." No single captain can be held to strict accountability for conditions prevailing in all sections of the city. Crime conditions simply do not accommodate themselves to specified hours of duty.

The statement is made that each captain is held responsible for conditions and occurrences happening anywhere in the city during his tour of duty. Manifestly, this does not afford a fair basis for fixing responsibility. Violations of law are oftentimes not reported to the police until some time has elapsed after the occurrences. Burglaries, larcenies and cases of disturbances reported after 11 P. M. may have occurred before 11, during another captain's tour of duty. In many cases the exact time of occurrence cannot be determined. Even more significant is the fact that a crime may occur on one tour of duty but have its inception during one or more earlier tours. The condition producing the crime is the important thing and the time of occurrence only an incidental feature. Gambling, prostitution and vice in general prevails in the evening hours before and after 11 P. M. But conditions from which these vices spring are present at other hours and subject to police control at any and all times. Under the present scheme, who is responsible?

At any rate it is not a feasible practice to hold three men responsible for the same territory every twenty-four hours. It is recommended, therefore, that the city be divided into four divisions, one including the central portion of the city, somewhat larger in extent than the mile square; one division should include roughly the north and northeast portion; another the south and southeast, and a fourth the territory west of the White River. A captain should be placed in command of the first three and a lieutenant of police detailed as acting captain in the west division. These commands can easily be quartered in fire station houses in the respective districts as are the so-called police substations at the present time.

The adoption of this plan should yield good results in several ways. First, it will enable the Chief and Inspector to hold a captain to strict account for everything in which the department has a proper interest within the limits of his territory, regardless of the time element. The captain would have charge of all shifts, the day men, the early evening men and the late evening men. They would be his to employ to the best advantage in cleaning up the rough spots and stamping out various types of crime and disorder. Continuity of direction and effort would then be afforded for the doing of what really constitutes a single continuous job in a given place or territory. In the second place this plan would permit the several captains to give a much more intensive supervision of men and territory than is now possible for them to give to the whole city.

Indianapolis at present has by far the largest single police unit in the United States. No other city of over 300,000 undertakes to get along with a single police station. Cities of about the same size have in the neighborhood of five or six police stations from which patrolmen are sent out and supervised in serving as many districts or divisions of the city. Louisville, somewhat smaller in size, has four station houses, each under the command of a captain of police. It should be evident to the most casual observer that the city has already grown too large for a wholly centralized patrol system. And it is still spreading. Time is wasted in getting men to and from their posts to the police headquarters building. Captains have a territory so large that it is impossible for them to give more

than the most superficial attention to the many parts of their territory. General supervision such as the chief of police exercises can very well embrace the whole city, but detailed supervision of the character which should be demanded of a captain, as regards his men and the territory where they work cannot be given to an area of approximately fifty square miles. Immediately after writing these lines the author of this report had occasion to observe a policeman standing on the sidewalk at Meridian and Maryland. It was then 3:15 P. M. The patrolman stated that he was on his way to his district on the south side of the city and was then waiting for a street car. His car—South Meridian—came at 3:25. From six to ten minutes more must have elapsed before this patrolman reached his post. Similar waste of time due to the long journey from roll call at police headquarters to districts or beats, when totaled in terms of minutes and hours, accounts for a wastage of time equivalent to a full day's work of one or two policemen. The establishment of precinct or division stations would eliminate this kind of waste.

It will not be necessary for the city to expend large sums in the erection of precinct or division station houses. With little or no alterations, portions of existing fire stations can be utilized. A few pieces of furniture, about three sections of filing cabinets and telephone equipment will cover the needs. If the most suitably located fire station does not have a room large enough to accommodate roll call, it would be a simple matter to roll out a fire truck for the five or ten minutes required to conduct roll call and hold it in the fire apparatus room.

The beneficial results which would be derived from the changes suggested above would produce no numerical saving in men, but it should make their work measurably more effective, due in the first place to closer supervision by the captain and his aids and in the second place to the specialized attention which supervising officers could give to territories of reasonable extent.

Upon the adoption of this plan at least four substation emergency teams, one stationed at Broad Ripple, one at Ashland avenue and 24th street, and two on the south side, could be withdrawn from present assignments, their work being in each case taken over by the precinct or division station in the respective territories.

Other benefits to be expected of the divisional organization of the uniformed force will be discussed under a subsequent head of this report.

TOO MUCH SPECIALIZATION.

Reasons for decentralizing the management and distribution of the uniformed force have just been presented. This is the only respect in which decentralization is urged. In all other directions it seems clear that the tendency has been too much in the way of decentralization, more generally termed specialization.

A clear distinction should be made between the desirability of decentralization in the matter of physical distribution and decentralization of police *activities*. In the latter respect there is found to be too much specialization, as for example, in the work done by the booze squads, morals squad, traffic bureau enterprises, night riders and emergency squads.

The creation of these separate units for the purpose of giving special attention to particular phases of police work has been developed to a point where the patrolman feels that he has very little left to do.

Unfortunately it must be suspected that some patrolmen are required to do little more than report for roll call, pull boxes and draw their checks. They make perfunctory observations of conditions cared for by the detective bureau, traffic division and special squads, but for the most part their activity is no more than perfunctory and their initiative negligibility productive. If it is a case of gaining information and evidence of liquor law violations many patrolmen are disposed to waive it aside, saying that it is the booze squad's work; if it is prostitution or gambling it is the morals squad's work; if violations of traffic regulations it is the traffic division's work; if it is a case involving the license laws it is the duty of policemen detailed to the Comptroller's office; if a case of juvenile delinquency it is the business of members detailed to the juvenile court and so on. This is a general characterization, but of course does not apply in the case of all patrolmen.

Too much specialization of police activities contributes to just this sort of limitation of the patrolman's activity. Obviously it should not be so. There is an urgent need for the patrolman to return to his former conception of all round police work. In most cases, he is the department's sole resource for doing police work in a given territory or beat and it is important that he devote his attention to all phases of his work whenever and wherever it is possible for him to achieve any results. If special units conduce to relieving the patrolman of his responsibilities, the value of special units is seriously to be questioned.

Specialization of enterprise particularly in the case of liquor and vice regulation, is not so effective in a city of the size of Indianapolis as in larger cities. The reason for this is apparent. For example, the booze squads and morals squad having a regularly assigned membership soon become known to the persons engaged in violations which it is their particular task to suppress. Bootleggers, gamblers, and prostitutes readily acquaint themselves with the identity of members of the squads. They also come to know by sight the automobiles and license numbers of the automobiles used by the squads, hence their usefulness as specialists is greatly impaired.

The establishment of special squads also leads to the creation of an excessive number of superior officers. As a consequence, lieutenants and sergeants are employed in doing primary police work—investigation of specific complaints and making of arrests—work which should be done by subordinates. The result is that the department is overloaded with officers. Many positions held by superior officers could be dispensed with and the money expended for their salaries could better be applied to the salaries of field sergeants and patrolmen.

It should be clearly understood that it is not our intention to suggest doing away with special investigations of specific complaints on the part of policemen working in citizens clothes. This must be done. The important thing is to direct this type of investigation in the most economical and advantageous way. If the precinct or division organization recommended above is put into effect the personnel now attached to the special squads, or the equivalent personal service that their salaries would provide, could be merged in the precinct or division commands. In this way frequent changes in assignment from regular patrol duty to special investigational work could be effected at a moment's notice and without disrupting the organization of forces in any way.

The chief of police or the inspector should exercise the privilege of assigning and directing one or more patrolmen or officers, as occasion would seem to demand, in making special investigations of complaints or in checking up the work of the regular precinct or division uniformed and plain clothes men. But these assignments should be subject to frequent change within the limits established by the availability of competent men. The saving in number of officers which the above plan would bring about has been noted in the summary report.

SPECIAL DETAILS AND ASSIGNMENTS.

One of the most serious drains on the department's strength comes about through improper assignment of members of the force to special duties. Some of their special duties are almost wholly unrelated to the department's functional activity. Others constitute proper police work which nevertheless should be undertaken by regular units of the organization in the course of the performance of ordinary routine duties.

On the first relief (7 A. M. to 3 P. M.) fifty-four patrolmen and nine officers are assigned to regular district patrol; eight are reserved as specials to take the places of members absent on vacations, sick and other leaves; three officers and five patrolmen serve on special squads; fourteen work in automobiles out of headquarters and substations: a total of twelve officers and eighty-one men. Compared with this number there are forty-six officers and men assigned to special duties!

Consideration of questionable details may best be given according to the rank of members. It should be clearly understood in this connection that any recommendation for the abolishment of certain details relates only to the office or duty and does not in any case involve an appraisal of the personal qualifications of the man who now happens to be assigned to the post in question. He may or may not be superior to another of the same rank who is properly assigned. In this report no attempt is made to offer personal evaluations.

Four captains of police are improperly assigned. The most flagrant misapplication of expenditure for police service is found in the case of a captain who is assigned to the mayor's office. There is no justification whatever for the assignment. Any necessary, non-political duties of an investigational character which he performs for the mayor can be accomplished by the police department through its regular channels and in the regular course of duty. One captain is assigned to field duty. His work is said to be supervisory in character, but actually amounts to a sort of high grade patrol in difficult areas. He has no men under his command who are not otherwise directed by a desk captain. While it is good practice for a captain to make field visits, the visits should be made by the captain in command of a precinct or division wherein his men are working. No need exists for a free lance patrol captain. Another captaincy which may be abolished is that having to do with the command of the booze squads. The work of these squads should be carried on by the regularly established organization.

Finally, the office of captain in charge of the police garage and repair shop should be dispensed with, substituting therefore a civilian. The repair and upkeep of automobiles and motorcycles is not police work, hence does not demand policemen. Salaries paid

to employees of the garage should be governed by the prevailing rates paid in the community for the kind of service required.

No less than twelve lieutenants of police are improperly assigned. One is detailed to the comptroller's office. It is not necessary to go into description of duties performed by this officer. Whatever the duties are they should be performed by a civilian employed by the comptroller and the expense met by the Finance Department. The same is true in the case of the lieutenant assigned to the Board of Safety. Investigational work done for the Board of Safety should be done through regular channels of the police department and the clerical work done by this officer in connection with the police pension fund should be performed by the Board's secretarial-clerical staff. A lieutenant assigned to the traffic division is not needed in traffic supervision.

Two lieutenants of police are engaged in doing clerical work at police headquarters. One is designated Secretary to the Chief of Police, but actually serves in the capacity of chief clerk in the department. The other is engaged in the performance of miscellaneous duties ranging from occasional tasks of assisting commanding officers to the filing of the daily reports made by all uniformed policemen and pasting sheets containing auto license records in a loose leaf book. All of the duties performed by these officers are essential. The point is that a lieutenant of police should not do tasks, most of which could be done by junior clerks.

The duties falling to thirteen lieutenants—five in charge of special squads and eight assigned to field work—could be taken over for the most part, if not entirely, by sergeants and patrolmen regularly attached to division commands. Six lieutenants would be required for desk duty under a division system recommended above.

Notwithstanding the fact that the department is under-manned in the rank of sergeant whose function is to give field supervision to patrol, a number are assigned to special details. A sergeant is regularly assigned to the Mayor's and comptroller's offices. This detail should be abolished at once for the same reasons given in the discussion of the captain detailed to that office.

Another sergeant serves as a court probation officer. This officer should be employed by the court and the salary paid out of the court's appropriations.

A sergeant of police is detailed as property clerk, having charge of lost and stolen property recovered by the department, confiscated liquor, stills and liquor manufacturing equipment held as evidence in court cases. This officer also superintends the painting and repairing of traffic paraphernalia and supervises the janitors employed at the police headquarters and city court building. Serving under his direction are a patrolman, a custodian, a traffic man and a painter. Two employees—both civilians should be able to care for all of the work now done by the four working in the basement at the present time. The sergeant should be remanded to patrol supervision.

Two sergeants are detailed to the Humane Office as required by law. Their work should be performed by the regular patrol force in the course of first hand observations and in response to specific complaints which the Humane Society or citizens may make. Legal requirements could be met by detailing patrolmen who are approaching their service limit to serve as acting sergeants. Four sergeants assigned to night riding squads could give much larger returns if as-

signed to regular supervision of patrol in which work they could serve the same purpose as they now serve on night riding patrol.

Details of patrolmen which should be discontinued have been cited in the summary of this report. In addition there are seven assigned regularly to the Union and Interurban Stations. It has always been the custom to detail policemen to the station. The policy must be condemned. Patrolmen should police from building line to building line, entering buildings only on call or in the course of an investigation. Railroad companies should be required to police within their premises. Policemen and policewomen now assigned to stations should have street districts limited in extent and adjacent to the stations. Similarly the policing of the City Market should be done as a part of the daily work on the district limited in extent which includes the market within its boundaries. If trouble arises within the market, which the market master and his employees cannot handle, the patrolman can be summoned from the street.

METHODS OF PATROL.

The general practice of assigning uniformed patrolmen to districts in pairs from 7 P. M. to 3 A. M. is responsible for an inexcusable wastage of men. This practice insofar as it applies to far the greatest portion of the city's territory, cannot be too strongly condemned. That a request for additional men should be considered before first doing away with a practice wasteful in the extreme, is most surprising. It merely indicates how little attention has been given to the possibilities for economizing before contemplating extravagant expenditures.

Two reasons are assigned to the alleged need for sending men out in pairs during the night hours. First it is stated that the men are entitled to the protection which this sort of official companionship affords—in short that a policeman is not always safe while out on his district alone. But what of the citizen unarmed and unprepared who may have occasion to go on the streets alone after nightfall?

It would indeed be a sad commentary on the effectiveness of the police department whenever criminal elements get so far out of hand as to make the ordinary run of police work extra hazardous. A certain amount of chance hazard must be accepted in connection with policing. But in these chance cases not even two men will guarantee prevention of violence.

The City of Indianapolis is spending over a million dollars yearly for police protection. More than a half million has been expended annually for many years back. Surely an outlay of this amount ought to be bringing about enough orderliness in this community to make it safe for one of the city's protectors to go out on the streets at night time.

As to the other reason for double patrol, namely, the advantage of having two policemen for the capture of a thief who may be surprised in an attempt to burglarize a store or house, it need only be said that the cases in which the uniformed pairs have themselves made the discovery are too few to warrant the expensive practice. The city simply cannot afford to pay double for the patrol of given territories merely for the sake of improving the opportunity—two men do not guarantee a capture—in a few chance cases. Cases which involve simultaneous guarding of the front and back doors of premises constitute a far too small proportion of the general run of police business to justify this costly precaution. Two men working together

may do better after surprising a burglar, but the same two men will see a great deal more and do a great deal more preventive and corrective work if patrolling singly and covering double the amount of territory covered by a pair.

An analysis has been made of the work performed by patrolmen during February and March (1924) in ten districts, which were cited by police officials as being among the most troublesome districts in the several sections of the city, with a view of determining the effectiveness of and the necessity for a daily double patrol from 7 P. M. to 3 A. M.

This analysis has required a painstaking examination of approximately 3,600 daily reports of sixty-one patrolmen for the two months. In order to insure accuracy regarding the number of arrests made, these reports have been checked against the records of the turnkey's office. It should be borne in mind that this analysis is a record of the arrests and activities of patrolmen and does not include the activities of the specialized police squads except in those instances where such squads worked in conjunction with the district patrolman or patrolmen. No examination has been made of the reports of the patrolmen on duty in these districts from 7 A. M. to 3 P. M. as this is the quietest shift of the twenty-four hours.

DISTRICTS ONE AND TWO.

Feb. Arrests	Police Present	Offense	Mch. Mch.	Ar- rests	Police Present	Offense	
3	2	2	Drunk	2	2	1	Assault & bat. & drunk
9	2	6	Adultery	7	1	7	Assault & bat. & intent
9	2	6	Adultery	23	2	2	Assault & bat.
18	1	4	Drunk				
Total	7			Total	5		

Summary of reports of work in addition to arrests in Districts 1 and 2.

Served a few subpoenas, made a few minor investigations, three hospital calls, a few searches for liquor, received one burglary report which was given to detectives.

Typical report for dates other than noted above:

Visited dry beer saloons, restaurants, banks, business places, pool rooms, searched all suspicious characters after midnight and inspected parked cars for tail lights. Found everything quiet, heard no complaints and made no arrests.

DISTRICTS 58 AND 59.

Feb. Arrests	Police Present	Offense	Mch. Arrests	Police Present	Offense		
18	1	1	No dog license	14	1	1	Assault & bat.
				22	1	2	Picketing
				26	1	2	Vagrancy
Total	1			Total	3		

Summary of reports of work in addition to arrests in Districts 58 and 59.

Two automobile accidents, several investigations (chiefly troublesome boys), received two burglary reports from citizens, raided crap game with Sergeant and found nothing.

Typical report for dates other than noted above:

Patrolled Districts 58 and 59, everything quiet, heard no complaints and made no arrests.

DISTRICT 36.

Feb.	Arrests	Police Present	Offense	March	Arrests	Police Present	Offense
12	1	2	Child Neglect	9	2	4	1 vagrancy 1 drunk
14	1	6	Fornication	15	1	4	vagrancy
19	1	2	Vagrancy	16	3	5	visiting & gaming
29	1	2	A. W. O. L.	22	1	4	Assault and battery Intent to kill
				22	1	4	vagrancy
				22	1	3	vagrancy
				22	1	4	Assault & Battery
				22	2	4	1 vagrancy 1 Assault & Battery & Intent to kill
Total	4			Total	12		

Summary of reports of work in addition to arrests in District 36. Several subpoenae served, investigated several minor complaints, attended three fires, a few hospital calls, searched several places, found two stolen cars on district.

Otherwise: Usual patrol of district, heard no complaints and made no arrests.

DISTRICTS 41 AND 42.

Feb.	Arrests	Police Present	Offense	Mch.	Arrests	Police Present	Offense
4	1	2	Child Neglect	2	1	1	
9	3	6	2 vagrancy and one keeping gaming house	12	1	1	
9	6	6	visiting & gaming				
18	2	1	Drunk				
22	1	6	Assault and battery				
24	3	2	Drunk				
24	1	3	Drunk				
25	1	2	Child neglect				
Total	18			Total	2		

Summary of reports of work in addition to arrests in Districts 41 and 42.

Served a few subpoenas, one raid with sergeant, one automobile accident, two hospital calls, several minor complaints (chiefly bad boys), killed injured dog, searched one place, found nothing.

Otherwise: Everything quiet, heard no complaints and made no arrests.

DISTRICT 45

Feb.	Arrests	Police Present	Offense	Mch.	Arrests	Police Present	Offense
3	4	7	Two assault and Vagrancy, one	6	1	2	Vagrancy
			Assault and battery and intent to kill, one vag.	8	1	4	Drunk
				21	1	2	P. L.
				22	1	4	Drunk
8	1	1	Child Neglect	22	1	3	Vagrancy
				22	1	4	A. & B. and intent to kill
16	2	5	Vagrancy	23	2	2	Assault & Vagrancy
				22	1	4	Vagrancy
				25	1	2	Assault & Battery
				26	1	2	Child Neglect
Total	7			Total	11		

Summary of reports of work in addition to arrests in District 45. Attended one fire, found one stolen car, one hospital call, killed two dogs, served several subpoenas, searched several suspects, searched several places for liquor, found nothing, several investigations (theft of milk, bad boys, dogs making noise in street, etc.), received three burglary reports from citizens.

Otherwise: Everything quiet, nor arrests or complaints.

DISTRICT 48.

Feb.	Arrests	Police Present	Offense	Mch.	Arrests	Police Present	Offense
8	1	2	Drunk	8	1	7	Blind Tiger
18	4	2	Three vagr'ncy One drunk	8	12	5	Eleven visiting and gaming
19	1	3	Blind Tiger	13	1	2	Sec. 857, 1917
24	1	3	Drunk	18	1	2	Child Neglect
28	1	3	Operating car under influence of liquor	25	1	3	Disorderly Conduct
Total	8			Total	16		

Summary of reports of work in addition to arrests in District 48. Many places searched, several subpoenas served, one fire discovered, three stolen cars found, chased thieves (4 policemen), a few investigations.

Otherwise: Everything quiet with no arrests or complaints.

DISTRICT 35.

Feb.	Arrests	Police Present	Offense	Mch.	Arrests	Police Present	Offense
3	1	2	Drunk	1	1	2	Assault and Battery
7	1	5	Blind Tiger	1	1	2	Drunk
7	1	5	Blind Tiger	15	1	4	Vagrancy
12	2	3	Adultery and Fornication	17	1	3	Adul. & Forn.
12	1	2	Child Neglect	17	1	2	Adul. & Forn.
12	2	2	Adul. & Forn.	22	1	4	Assault and

14	1	2	Drunk	22	1	4	Battery and Intent to Kill
16	1	2	Vagrancy	22	1	3	Vagrancy
19	1	2	Vagrancy	22	1	4	A. & B. & In- tent to Kill
20	1	3	Vagrancy	22	1	4	A. & B. & In- tent to Kill
28	1	2	Vagrancy	23	1	2	Drunk
				30	1	4	Vagrancy
				30	1	4	Blind Tiger
Total 13				Total 13			

Summary of reports of work in addition to arrests in District 35. Served several subpoenas, many places searched, one stolen bicycle found, a few investigations, assisted emergency squad in shooting scrape, one burglary report received, searched several people. Otherwise: Usual patrol and inspections, everything quiet, no complaints or arrests.

DISTRICTS 7 AND 8.

Districts 7 and 8	Feb.	Mar.
Total number of arrests made	53	64
Greatest number arrested at any one time	7	13
Number of arrests made by a single patrolman	4	12
Number of arrests made by two patrolmen	6	25
Number of arrests made by three policemen	10	14
Number of arrests made by four policemen	33	13
Greatest number arrested at any one time by one patrolman	3	2

Summary of reports of work in addition to arrests in districts 7 and 8.

Suspicious places searched every day, many raids made and many subpoenas served, one stolen car found and several investigations made. Practically all raids and searches made with Lieutenant and Sergeant.

District 19	Feb.	Mch.
Total number of arrests made	22	9
Greatest number arrested at any one time	5	1
Greatest number arrested at any one time by one patrolman	2	1
Number of arrests made by a single patrolman	2	3
Number of arrests made by two patrolmen	9	5
Number of arrests made by three policemen	5	
Number of arrests made by five policemen	1	
Number of arrests made by six policemen	5	1

Summary of reports of work in addition to arrests in district 19. A few subpoenas served, one mad dog killed, several places and people searched, chased a coal thief and made several investigations.

Otherwise: usual patrol and inspections, visited all pool rooms and suspicious places.

	Feb.	Mch.
Greatest number arrested at any one time	9	15
Greatest number arrests at any one time by one patrolman		1
Number of arrests made by a single patrolman		3

Number of arrests made by two patrolmen	9	31
Number of arrests made by three policemen	16	17
Number of arrests made by four Policemen	11	39
Number of arrests made by five policemen	15	21
Number of arrests made by six policemen	29	5
Number of arrests made by seven policemen	15	7
Number of arrests made by eight policemen	2	12
Total number of arrests made	97	137

Summary of reports of work in addition to arrests in District 39.

A number of raids with the lieutenant, sergeant and squad, a few subpoenas served, searched for suspects.

It will be seen from the above records that the patrolmen are not confronted with a great volume of hazardous work and that when it becomes necessary to apprehend several persons a number of policemen are usually sent to assist in making the arrests.

In this connection a comparison of the patrol methods employed in other large cities proves very illuminating. Letters recently received from police officials reveal that patrolling in pairs is a relic of the dark ages before cities had been seriously policed and when they were much more disorderly than nowadays. In New York no uniformed patrolmen work in pairs. The superintendent of police in Chicago writes, "This practice (assigning uniformed patrolmen in pairs) was discontinued in this city many years ago. Some time back when certain sections of Chicago were decidedly bad, we did, at that time, in those sections have two men traveling together, but that is not necessary now and they are traveling post singly."

A letter from Detroit reads as follows: "In Detroit policemen are assigned to beats in pairs only in cases where it is necessary for their own protection. At present there are only two beats which are considered hazardous enough to warrant this. These are both in the negro quarter. This condition is a result of long continued hostilities between the negroes of this section and the police force. These men work on opposite sides of the same street, keeping in constant touch with each other. All three shifts work on the same basis. It is not considered good practice here to have policemen work in pairs, inasmuch as there is a tendency for them to gossip and fool around with each other, and thus neglect their work."

These cities are much larger than Indianapolis and are unquestionably more difficult to police. Coming now to cities comparable in size to Indianapolis, it is found that double patrol is not the rule. In St. Paul, Minneapolis and Newark, the latter having a particularly difficult problem due to its proximity to New York and the presence of a large foreign population, patrolmen work singly. The chief of police in Rochester, New York, writes: "In the matter of assigning uniformed foot patrolmen to post duty in pairs, would state, that we do not assign uniformed policemen in pairs, except on extraordinary occasions or for special purposes. For example, when investigating the conduct of places where liquor is sold, disorderly house cases, gambling, etc., two or more officers are assigned in order that we may have corroborative evidence if prosecution is to follow."

The Chief at New Orleans writes, "We have no doubled up beats of footmen, as regular beats. Perhaps in a case of emergency such a patrol might be ordered as a temporary precaution."

Louisville has "only six double beats at the present time."

It is recommended that the Indianapolis department abolish the 7 P. M. to 3 A. M. shift and the men now assigned to beats with

patrolmen of the 3 P. M. to 11 P. M. and 11 P. M. to 7 A. M. shifts be assigned singly on the regular tours of duty. By so doing a total of fifty-nine men would be gained if the strength of the force were brought up to full complements as is evidently contemplated. An exception might be made in the case of possibly four districts which are said to be especially unruly. It is not within the province of this report specifically to designate districts which may require double patrol for a time. District boundaries should be shortened at once. By abolishing unnecessary assignments more than a hundred men can be found for distribution over new districts which should be established as a result of redistricting. Troublesome districts can be made smaller in extent and patrolmen on nearby districts can join forces when necessity demands it. But the department should so forcibly police these rough spots that the "bad men" in them will soon be tamed to a degree that will permit a single patrolman to care for the districts in question.

Too large a proportion of the uniformed force is assigned to patrol and emergency service in automobiles. It is not intended to discourage the use of automobiles in the patrol service. If properly managed automobile patrol is economical and effective in certain districts. Proper management demands, however, that the men in automobiles be required frequently to interrupt the riding with foot sallies in certain parts of the districts covered. But the provisions for emergency reserve and special service squads now in effect clearly seem to be out of balance as compared with the foot patrol distribution. The old idea of assigning men singly with individual responsibility for policing in given districts has been abandoned in favor of mass formations. Too many members of the department are going about their work in groups. As a result, the department is over policing certain portions of its work to the neglect of proper distribution over the whole territory.

An examination of reports by officers attached to night-riding squads, emergency reserve squads, and sub-station motor police, disclosed the fact that frequently nine to a dozen policemen are sent to investigate complaints of prowlers, suspicious noises about the house and cases of suspected burglary. In serious cases as shooting, burglary and trespass, when there is good reason to believe that the perpetrator of a crime at the time of the complaint, is still at or near the scene of the crime, it is, of course, good practice to send a number of police to the scene for the purpose of search and capture. But experience certainly reveals to the police that in an overwhelming majority of cases the crime is not reported while the criminal is at the scene or close by. The record of results or rather lack of results as shown by reports covering runs by night-riding squads and reserves and bikemen will bear out this statement.

Of course the department cannot know in advance that a complaint is unfounded and must unflinchingly respond to a great many unfounded alarms. Again, in the case of the actual commission of a crime, the department must expect an occasional unforeseen turn of events. Nevertheless it can safely be determined that many cases now cared for by several squads of police could be effectively investigated by a boothman a district patrolman or a pair of reserve men at a division station with as good results as are now obtained.

If a good number of the reservists and specially assigned men were singly engaged in regular patrol, it might be expected that a good deal of prowling and a certain amount of crime would be

prevented and not so many men would be needed in reserve to rush pell mell in squads after the offense has been committed.

District boundaries which have not been changed in years should be recast to meet present needs. With the saving in men, as shown above in only a part of the recommended changes it will be possible to establish no less than twenty-four new posts out of the territory now included in the fifty-nine districts. The area of downtown districts and the more troublesome districts in several sections of the city, could well be made much smaller in establishing, all told, some eighty districts.

By the establishment of fixed post patrol booths at advantageous points toward the outer rim of the city, a great improvement can be effected. Men stationed at these posts should be equipped with motorcycles and bicycles, as the nature of surrounding street development and extent of territory to be served would demand. A patrolman stationed at such booths would always be available to citizens on call and could be dispatched to any scene of a complaint on order of a commanding officer. These boothmen could serve territory within a radius of perhaps a mile. Many complaints now handled by two or three squads could be cared for by a single boothman within his territory.

In several outlying districts patrolmen should be equipped with bicycles which can be used on sidewalks in seasons when streets are practically impassible for automobiles. A limited number of automobiles can be used with profit in well paved areas.

The number of field sergeants should be increased. Sergeant supervision must be regarded as the very heart of a good patrol system. Except in the congested district sergeants should be provided with automobiles. A patrolman should serve as driver, but of course must be more than a driver. During the night hours a second patrolman may be taken with the sergeant. In this way the sergeant and his two men become in effect a night-riding squad no less valuable because the sergeant is meeting his patrolmen and boothmen in the field while circulating throughout the whole territory under his command.

THE DETECTIVE BUREAU

The detective bureau makes the best showing of any division in the department. Its records are good and its organization in accordance with best police practice. In two respects, however, there is definite need for improvement. First, the distribution of detectives, as between day and night duty, is defective in that too large a proportion of men are used on the late shift beginning at 2 P. M. At present the detective force is about equally divided between the day and evening shifts. This arrangement will almost inevitably result either in over-loading the first shift of day men with assignments or in holding cases over too long before assignment to the afternoon men. More men should be present at the morning lineup. Complaints of crimes, occurring during the night before, cumulate for assignment the following morning and the bulk of investigational work must be made during the day when all sources of information are open to inquiry. Moreover, the fact that court sessions are held in the morning occasions an important reduction of the number of first-shift detectives available for assignment to investigations at the earliest possible time.

An understudy to the identification expert should be provided at once. It will not be necessary to labor the point that it is extremely

unwise for the department to depend wholly on one man's knowledge of criminal identification methods. It is said that not another member of the department can classify a finger print or take a Bertillion measurement. If the Bertillion operator is absent because of sickness or from any other cause, a most important adjunct of the detective department is thrown out of use.

In our opinion, the detective bureau strength could be reduced by perhaps three teams (six detectives) without injury to the work of this division. This judgment is based on the assumption that the weakest members of the division would be remanded to uniformed patrol, that the uniformed force under a system of divisional commands and with a better distribution of members, will be able to take some of the present load off the detective division by achieving better results in the prevention of crime and by disposing of a larger portion of minor complaints, which need not be referred to the detective bureau for assignment. Detectives should be supplied with automobiles for use in making a limited number of their calls in the course of the investigation of complaints.

TRAFFIC

In general it may be said that there is a disposition to be overly generous to the traffic department. Not only in the matter of compensation but in the granting of reliefs. On Washington street intersections two men are assigned daily to each traffic post; on other posts the number averages three men to two posts.

Traffic men are paid \$5.50 per month more than is paid patrolmen. Offsetting this advantage in pay is the longer tour of duty required of trafficmen, whose tour spreads over a period of ten hours as compared to the patrolman's eight hour tour. But the total number of duty hours put in by a trafficman per month falls below the duty hours of a patrolman. A patrolman is allowed thirty minutes for a meal making a daily total of seven and one-half hours of duty for every day in the month. Thus in a thirty-one day month a patrolman puts in two hundred and thirty-two and one-half hours of actual patrol. A trafficman is allowed one hour and a quarter for a meal and is given two forty-five minute reliefs on a ten hour tour, leaving a net working time of seven and one-quarter hours per day for a six day week. Approximately ten hours of Saturday and Sunday duty falls to each trafficman over a month's time. Thus his total duty time for a thirty-one day month comes to two hundred and five and three-quarters hours, twenty-six and three-quarters hours less than the patrolman's duty time. Moreover, a patrolman is generally required to spend a good deal more time in court while off duty than is required of the traffic cornerman.

Sixty-five trafficmen are available to cover thirty-six posts including seven known as summer posts. Fourteen posts are covered from 7 A. M. to 6 P. M., twenty-two are covered from 8 A. M. to 6 P. M., seven night posts are covered until 10 P. M. and possibly should be cared for until 11 P. M. and two other posts are policed from 4:30 P. M. to 6 P. M. The total number of daily post hours (summer maximum) is 409.

On the present basis of a ten hour tour forty-one men would be required daily to take charge of these posts. Eight men would be needed to fill the places of members absent on sick leave and vacation. Seven additional men, two mounted, could be used in giving relief

for meals and other reliefs to the forty-one men on regular post duty making a total required quota of fifty-six. This estimated requirement compares with sixty-five men now assigned to traffic duty or nine men in excess of the need.

A comparison of the practices relating to traffic assignments in other cities indicates a less generous schedule than is followed in Indianapolis. The deputy inspector of traffic in New York writes: "Traffic posts in New York City are divided into two classes, i. e., "Long-day" and "Split-tour." Long-day posts are established at locations where vehicular traffic is confined to the day time hours and are covered by patrolmen from 8:30 A. M. to 6:30 P. M., with a meal time of one hour. Split tour posts are established ^{is where} where vehicular traffic is equally heavy day and night, and each post is covered by two patrolmen, one on tour 8 A. M. to 4 P. M., and the other on tour 4 P. M. to 12 midnight, patrolmen alternating each week on day and night tours. One-half hour meal time is allowed on these posts.

On busy intersections, patrolmen are relieved by men from less congested intersections for meal time and personal necessity, however, there are no patrolmen especially detailed as relief men.

No other relief specified, but a patrolman may leave post for twenty-minutes for personal necessity, the only requirements being to notify the supervising officer, or in the absence thereof, to enter the facts in his memorandum book. As a general rule, traffic patrolmen take two personal reliefs during a tour."

In Minneapolis "The traffic intersections are covered from 8 A. M. until 6 P. M. During the congested hours in the morning all the corners are covered, but during the lull of traffic, only a portion of the corners are covered, this gives the opportunity for relief and lunch purposes. (Also all corners are covered during the evening heavy traffic hours)."

In Cleveland the only relief given (on an eight hour tour) is one-half hour for meals. The first relief, consisting of ten men, "reporting at 7 A. M. take busiest corner to 11 A. M. then relieve reporting at 10:30 for lunch between 11 A. M. and 3 P. M. Ten men report at 7 A. M. to relieve about forty-five men reporting at 10:30, each early man taking care of about five men, one-half hour each. In zero weather, mounted men assigned to traffic division give cornerpost men relief as often as necessary."

A ten hour tour of duty is required in Pittsburgh. One hour relief is given for lunch or supper, "one fifteen minute period during the morning around 10 o'clock and two fifteen minute periods in afternoon starting at 2 P. M. and finishing at 4:15 P. M. Reliefs are given by mounted men and double cornermen who relieve single corner men."

The Superintendent of Police in Chicago writes: "The only relief provided is for dinner. The men assigned to crossing duty are divided into two sections; one section starts on duty at 7:30 A. M., is relieved for dinner by second section at 10:30 A. M. and returns from dinner at 12:30 P. M., remaining on duty till 3:45 P. M. The other, or second section, starts at 10 A. M. and is relieved for dinner at 1:45 P. M., returns at 3:45 P. M. and remains on duty till 6:45 P. M. As the sections are practically even in number it will be seen that one section relieves the other for their dinners. If, however, an emergency should arise, where a crossing man would be called from his post, the mounted man traveling that street would care for the intersection until the return of the crossing man." In this

report we cannot undertake to specify hours of duty for given posts or to classify definitely the less busy group of posts. It is merely suggested that if the traffic problem is seriously approached with economy as an uppermost consideration supported by periodic traffic counts the way may be shown to make a considerable saving.

The establishment of automatic signal devices, known as silent policemen is to be heartily commended and their use should be extended to all corners where traffic is not unusually heavy and generally flows straight over the intersection.

Many cities have been confronted with the necessity of finding more economical means of meeting the traffic problem than by an indiscriminate addition to the traffic force. A wise use of traffic rules, painting of streets to indicate traffic lanes, use of stanchions, automatic signals and designation of one way streets, offer the best opportunity for effecting economies in traffic regulation.

SIGNAL TOWER SYSTEM

Two policemen can be made available for regular police work by discontinuing the operation of the tower signal system on Washington street. The use of these towers has only a limited value in the section of Washington street between Illinois and Pennsylvania. At intersections beyond those streets the tower control is all too frequently the direct cause of needless slowing up of traffic. It is said that men have been instructed to allow automobiles to cross while the street car-go signal is on at times when there are no street cars at the intersections in question. Obviously there is no justification for scheduled control of traffic if the schedule is to be displaced at times by the judgment of individual officers on the corners. In the course of the past few months the writer has observed scores of instances when Washington street intersections were put out of use entirely because there was no traffic, usually street car traffic, to move while the signal for a given traffic movement was on. But Washington street is a much too important traffic artery to justify waiting periods when the street is not being used to carry a flow of traffic in either direction. It has been stated by traffic officers that since the inauguration of the tower system the volume or traffic on Washington street has been lessened, it being in larger proportion on other streets parallel to Washington. This would seem to be the motorists' answer to the question as to whether the tower system aids or hinders traffic flow on Washington. In other words the uncoordinated regulation of east and west traffic flow on Maryland, Ohio, and New York Streets seems to offer a better accommodation to motorists.

Consideration of the traffic problem as such does not fall within the province of this report except insofar as it may affect the wasteful use of policemen. In this particular it seems evident that the services of two men who are detailed to tower duty could be used to better advantage in other assignments.

If coordination of traffic regulation at the Illinois, Meridian, and Pennsylvania intersections of Washington street seems wholly desirable it could easily be effected without tower equipment by the simple means of a control whistle blown by the Washington and Meridian street officer. The whistle should be distinctive in tone (as the Chicago type) and easily heard by men at Illinois and Pennsylvania. These men upon hearing the Meridian whistle could give the signal for the same direction of traffic at their respective corners.

REARRANGEMENT OF OFFICES AT HEADQUARTERS IS NEEDED

Three separate "desks" now maintained at headquarters should be consolidated into one. These include the information desk, emergency sergeant's desk, which is also a sort of secondary information desk, and the turnkey's office. A large double ended desk located just inside the roll call room could be made to serve all purposes. Citizens could approach from the front and prisoners could be brought to the rear within the roll call room. Records could be better preserved at such a desk than is possible under present arrangements wherein they are scattered about and lying on open flat top desks readily inspected by many visitors in the department. The maximum personnel that would be required to run this desk, for each twenty-four hours, in addition to the captain would be three desk lieutenants, three house and emergency reserve sergeants, one clerk and one cell block attendant, a total of eight men. This number compares with one office lieutenant, three turnkeys, two clerical assistants to turnkeys, three emergency sergeants and one information clerk, a total of ten employes whose work is unorganized, un-inspected by superior officers for the most part and generally disjointed. Even were no saving in employes possible, the change would nevertheless be highly desirable in order to bring the handling of prisoners, complaints, and citizen inquiries under the immediate observation and direction of a ranking officer.

Prisoners should be arraigned at this desk in the first instance for the purpose of entering the record of arrest where this procedure would come under the direct observation of superior officers attached to the central command. Complaints received by telephone and made in person should be recorded at this desk under the direction of the captain or his desk lieutenant and all orders relating to police action on these complaints directed by these higher officers rather than by patrolmen telephone operators.

UNNECESSARY DISTINCTIONS IN RANK

Below the rank of sergeant there are patrolmen, wagonmen, motor police, usually called bikemen, motorcycle police and trafficmen. To transfer a patrolman to services performed by the other four ranks requires a promotion by the Board of Public Safety. This works against flexibility in the disposition of the departments forces.

Information received from New York, Chicago, Cleveland, Pittsburgh, Rochester, and Minneapolis, the only cities to which a traffic questionnaire was sent, shows that traffic men are paid at the same rate as patrolmen. In two of these cities, New York and Pittsburgh, some of the traffickers work for ten hours.

No distinctions should prevail which tend to place the patrolman in a position of inferiority. Disregarding the actual qualification of present members of the patrol force for the moment it must be admitted that his office requires a high type of man. His physical qualifications must meet the highest standards. A patrolman must be thoroughly conversant with a great body of state laws and city ordinances. He must be well acquainted with his rights as an agent of the police department and a citizen's rights. He must know legal rules of evidence. He must be observant and able to get information and then be able to make an intelligent report of his work. He must know how to deal with all classes of citizens

under trying circumstances. He must be honest, intelligent and fearless. How can real policework be done without these qualifications? To classify the patrolmen lower than a trafficman and bike-man is to admit that no serious effort is being made to get men of even minimum requirements for most exacting tasks. To aim at an inferior standard is to admit defeat and encourage the employment of a plodding, box pulling, "blind" uniformed watchman type of public servant who cannot do the things he is sworn to do when he takes his oath of office. Ten wagonmen, 42 motor police and 84 motor-cycle and trafficmen receive an aggregate of \$8530 yearly in excess of the amount paid an equal number of patrolmen. By standardizing the rate of pay for services of the uniformed force a sum equivalent to the pay of nearly five additional men can be saved. When the entire level of personal qualification standards has been heightened, as inevitably it must be, it will then be time to consider an upward adjustment of pay to meet the higher standards. But until the appointing authorities put political considerations aside and demonstrate their ability to make the police service dignified, professionalized and attractive enough to draw superior men into the ranks, it is unwise to suggest high scale of compensation.

POLICE SURGEON

One of the important losses of man power suffered in the police department results from absences due to sickness of the members. An examination of the sick leaves during the first three months of 1924, shows 784 absences in January; 699 in February and 900 in March. These figures undoubtedly are excessive. It is believed that the daily average over a year should not run in excess of perhaps five or six days per employe. In 1916 absences for all causes for the whole year averaged approximately six days per employe for the year and this figure was said to be excessive. In only the first three months of 1924, the average of sick absences was 4½ days per employe!

Under the present arrangement whereby a surgeon and an assistant surgeon each devotes only part-time to work for the city, it is not possible to have a close check on members of the force who are on sick leave. Most of the examinations of sick members made by the surgeons are carried on at their offices. During the year 1923, the surgeon attended to 771 office calls and made 231 visits to the homes of members; the assistant surgeon had 520 office calls and made 123 home visits. With this ratio of office visits and home calls, it is apparent that the determination of the date on which members are required to report back to duty must be left largely to guesses on the part of the surgeons or to the members own inclination to report to the surgeon on the state of his health. The occurrence of numerous differences in the time reported on and off duty by the surgeon and the sick time shown in the police department's roll call, or time book gives support to the conclusion that the Surgeon's supervision of sick cases is inadequate.

In fairness to the surgeons it should be pointed out that the volume of work which they are expected to perform for the police and fire departments is very large and cannot well be done on a part-time basis. But the compensation attaching to the positions of Surgeon and Assistant Surgeon is too small to command full time attention to fire and police department work.

The police Surgeon must fulfill a dual capacity. He must first render professional medical service in diagnosing illness and secondly

must perform the function of a disciplinary office to see that members of the department are not guilty of malingering and do not spend unnecessarily long time in convalescence. That the present system does not fully meet the requirements in the matter of checking the man from a disciplinary point of view, is disclosed by the occasional practice resorted to by the police officials in sending sergeants and lieutenants to the home of sick members to ascertain whether or not they appear to be ill enough to justify absence from duty. Obviously police officers are not equipped to pass judgment except in cases where flagrant abuse of the sick leave would be apparent to anyone.

It is recommended that the office of the surgeon and assistant surgeon of the fire and police department be abolished and the duties now being performed by these officers be taken over by the City Hospital. The City of Indianapolis invests over a half million dollars yearly in furnishing medical and surgical services at the City Hospital. By adding a small amount to the appropriation for services of an additional resident physician and another in the out-patient department, it should be possible for the hospital to take over the work here suggested, without incurring a great burden. The hospital service is now extended over the whole city in connection with the work of its out-patient department. It would be quite feasible to employ the service in making home visitations upon members of the fire and police department who are on sick leave. Cases of injury or illness requiring hospitalization could be cared for by the City Hospital organization.

The benefits which would accrue with the adoption of the plan here recommended would be two-fold. In the first place members of the uniformed forces would very likely receive better care and treatment during the course of illness and in the second place the city would have a more satisfactory check on sick leaves. It is not unreasonable to expect that the closer supervision of cases of illness which this plan contemplates would result in a material reduction in sick leave losses.

Another advantage to be derived from employment of the City Hospital organization in doing medical and surgical work for the Department of Public Safety lies in the superior facilities available for making thorough-going examination of applicants for appointment to the fire and police forces and periodic physical examinations of the members in service. A policeman must meet superior physical standards. Men who cannot measure up to the requirements must be placed on the pension retired list. Manifestly, the physical well being of firemen and policemen is, by the very nature of their work, essential. It would appear to be prudent therefore to invest reasonable sums in safeguarding the health of policemen and firemen.

An attempt to check the record of absences due to sickness as shown in the roll call books with the Police Surgeon's certifications of members reported back to duty from sick leave and the Surgeon's weekly reports to the Board of Public Safety disclosed a number of irregularities. The three records do not correspond in a number of cases. No adequate check between sick absences and surgeons certification is made at police headquarters. Under these circumstances it becomes a comparatively easy matter for members of the department to take advantage of the extremely generous practice of granting full pay during sick leave.

Unless the average daily absences due to sickness can be measurably reduced as a result of a tightening up of medical supervision,

only half pay should be given except in cases of injury resulting from the performance of duty.

DISCIPLINE

Even the most generous appraisal of discipline maintained in the department must characterize it as poor. Evidences of alertness and prompt response to the demands of good discipline are conspicuously lacking. Organized on a semi-military basis as in the police department and operating in accordance with specific rules and regulations, strict attention even to minor matters of discipline is very important.

Patrolmen amble in and amble out from roll call, smoking and poorly uniformed. Many of them loiter on their districts, lounge over store counters, chew tobacco while on duty, lean against building walls and posts, in good old fashioned country constable style. These outward appearances are of more importance than would seem apparent on the surface. The presence or absence of such characteristics of the patrol service spell the difference between a slip-shod down at the heel, poorly controlled force and the alert, observant, well disciplined, body of men who go about their work with pride in their profession, always on their toes to do police duty wherever they can find a need.

Salutes to superior officers by subordinates seem to be unknown. This may be regarded by many as an affectation, in itself unimportant and unnecessary. Yet, without the atmosphere which it tends to create we find that differences in rank are also considered unimportant and almost meaningless distinctions.

The reason for much of the disregard which the men show to rank is not hard to determine. With an unrestrained play of the political system of rewards, the attainment of an officer's rank is thought of as a piece of good fortune or good politics not long to be enjoyed. The department is full of men in ranks below that which they have held at one time or another. A superior officer today and a subordinate tomorrow when the political wheel turns, is the scheme of things. It is small wonder under these conditions that subordinates hold their superiors in but light esteem.

What is the actual effect of a situation of this sort on discipline? Will the sergeant or lieutenant who commands today be exacting in the enforcement of discipline when he knows that soon the relationships of rank may be shuffled by unseen forces and a subordinate become his superior? His insecurity in tenure of his higher rank makes him all too cautious in asserting the authority of his position and his subordinates accord him no more deference than the system requires, which is to say very little.

No more convincing testimony of the loose standard of discipline can be found than is disclosed in the department's history of disciplinary cases for the past year and a quarter. During the year 1923 only nineteen cases of disciplinary action were brought before the Board of Public Safety. Two policemen were charged with the same offense in each of three cases and three policemen were involved in one other case. Eight cases were filed during the first quarter of 1924. Practically all of the charges in the disciplinary cases for the two years involved violation of law or gross dereliction of duty, knowledge of which was inescapable. Twelve of the twenty-seven cases may be said to have been self registering, as, for example, failure to report duty calls, absent without leave and being found drunk.

In fourteen cases citizens made the complaints which led to investigations by police officials. In only one case did a sergeant of police originate the charge; that of a policeman found drunk while he was off duty. Not a single case of neglect of duty was reported by a sergeant or a lieutenant in the course of a year and a quarter of supervision! This is an astonishing record. It means that either the force is surprisingly attentive to duty or that supervision is grossly inept. If the records in other police departments can be relied on as giving a reasonable indication of normal standards of supervision the conclusion must be that supervision of the patrol is at fault.

It will be pointed out that field sergeants and lieutenants have very large territories and find it impossible to visit their men at frequent intervals. There is truth in the statement. But the department is not inadequately supplied with officers. Rather it is oversupplied. The fault lies in the improper assignment of officers. They are being assigned to many tasks other than supervision. Charges covering failure to observe conditions known to exist on patrolmen's districts, loitering at the interesting points on the district, being indoors and off post, carrying on idle conversation with citizens and other policemen, do not appear in the record. Apparently derelictions which would call for reprimand and light punishments are not observed, or if observed are not deemed worthy of attention. Only the serious violations which may require dismissal from the force are brought to attention.

Obviously intelligent police work requires that a policeman shall get information and carry on investigations by conversation with citizens and by entering houses and places of business while on duty. But, not all conversations and visits indoors are so wisely conducted. It is the business of supervising officers to distinguish between the purposeful endeavors and plain loafing on post. Provision for field supervision of patrol should be strengthened. Our estimate places 27 sergeants as the number required to give adequate patrol supervision. This compares with 11 sergeants now in charge of three platoons of men in the field distributed over forty-nine square miles of territory. The supervision now given by lieutenants is precisely of the sort that sergeants should give. The captain and his office lieutenants can provide all of the attention required to direct sergeants.

NEED FOR IMPROVEMENT IN METHODS OF RECRUITMENT, TRAINING AND PROMOTION.

Strengthening of police man-power may come about not alone by increasing the number of men, but as well by increasing the efficiency of members now employed. Moreover, it would be a waste to employ more men under a system which does not secure a maximum efficiency from the number already had. The report of a survey of the department made in 1917 has this to say: "In the absence of a proper procedure for the training of policemen, it would be wholly unwise to increase the membership of the police force of Indianapolis. The appointment of any more men in the same manner as they are now appointed, without any training for their work, would be no guarantee of increased police protection." The same judgment holds true today. To overcome inefficiency and waste of men with fresh increments would be an unjustifiably expensive solution if indeed it would be a solution at all.

In an examination of the various phases of police administration in Indianapolis one cannot escape the final conclusion that the personnel problem is fundamental to any hope for conspicuous improvements. Politics is the curse pointed to on every hand. There is no lack of understanding as to what constitutes the great drawback. Officers who may be said to have benefited from the play of political forces join with those who have suffered in condemning the system. Their diagnosis of the department's ills—"Politics"—is cited with monotonous frequency in connection with every aspect of the department's work. Independence and freedom of initiative in the conduct of duty is the only remedy to be had.

The term politics as here used is not limited to an adherence to principles espoused by political party organization, but embrace personal favoritism brought about through alignment with leaders of various factions and interests. Factional antagonisms in affairs of local party politics, religion, secret societies and social relationship enter into the picture. Personal loyalties and oppositions alike obstruct good police work. A full degree of team work—so essential in police administration—is lacking. Instead there is much jealousy, suspicion and distrust. Members identified with one group in some cases may hesitate to exercise vigorous supervision of men in another group for fear of being charged with persecution. In other cases, errors and omission may be condoned on account of some group loyalty. Equally important is the effect outside of the department. Factional interests within the department tend to sluggishness and even total neglectfulness in enforcing the law against the same factional interests outside the department. With preferences of assignment and promotion as the reward, it is readily seen that deference to individual interests rather than to the police department's business is controlling. Interests which prosper through violations of the law are quick to take full advantage of the situation. Violators of law will stop at nothing to secure immunity from strict enforcement. Political, factional and personal loyalties are freely used.

The record of wholesale promotions and reductions in rank ordered in the month of January, 1922—most of them occurring on January 2—will clearly show the degree of disruption in the administrative machinery of the department which occurs at the time of a political change. A tabulation of the changes in rank follows:

REDUCTIONS IN RANK JANUARY, 1922

- Chief of police to captain of detectives.
- Two captains to patrolmen.
- One captain to detective sergeant.
- One supervisor of detectives to detective sergeant.
- One captain of detectives to detective sergeant.
- One captain of detectives to detective sergeant.
- Five lieutenants to patrolmen.
- One lieutenant to trafficman.
- One lieutenant to motor police.
- One lieutenant to sergeant.
- One lieutenant of detectives to detective sergeant.
- Ten sergeants to patrolmen.
- Six detective sergeants to patrolmen.
- One detective sergeant to motor police.
- Five trafficmen to patrolmen.
- Four motor police to patrolmen.

PROMOTIONS IN RANK, JANUARY, 1922.

- One patrolman to captain.
- Two patrolmen to lieutenants.
- Seven patrolmen to sergeants.
- Two patrolmen to detective sergeants.
- Five patrolmen to traffic.
- Three patrolmen to motor police.
- Two patrolmen to wagonmen.
- Four trafficmen to sergeants.
- One trafficman to detective sergeant.
- One motor police to lieutenant.
- Three motor police to sergeant.
- Three motor police to detective sergeants.
- One turnkey to sergeant.
- One detective sergeant to supervisor of detectives.
- One detective sergeant to captain.
- Four sergeants to lieutenants.
- One detective sergeant to lieutenant of detectives.
- One lieutenant to captain.

A number of additional changes in rank were made in 1922 after January. In a few instances members were restored to the rank held prior to the January change.

This record speaks for itself. It would be hard to find a more effective way of creating chaos in the department's supervision or of lowering the general morale than is accomplished by such an extravagant play of politics.

Equally destructive of morale is the practice of making reinstatements of members, some of whom were previously dismissed from the department as a result of a trial, and others who had resigned while charges were pending or certain to be filed. No less than 32 members were reinstated in 1922. Of this number 7 had previously been dismissed on charges, 7 had resigned while charges were pending. In the case of 18 who had resigned, the record gives no indication as to the motive, although it is known that some of these were compelled to resign because of compromising circumstances.

In the face of the present conditions it cannot be said that policemen go about their business of law enforcement without fear or favor. The more actively they work the greater and more powerful the outside threats that some form of punishment—dismissal, demotion or withholding of promotion—will be meted out to them. It is needless to say, however, that in no department of government should the employees be more free to act with complete independence than in the conduct of police business.

A large majority of policemen of all ranks and grades, themselves earnestly desire to be freed from the baneful influences of politics. Informed citizens, individually and collectively, likewise strongly encourage any suggestion that politics be eliminated from police administration. So universal is the agreement in this matter, that it would seem to be an easy task to accomplish the urgently needed change. A forward step in this direction would certainly win the applause of all fair-minded persons who view the problem.

Some form of merit system is looked upon as the logical means for replacing personal favoritism with demonstrated merit as a basis of making original appointments and later promotion in the service.

Corollary to the practice of giving thorough-going examinations on a basis of elevated entrance requirements must go some effort to provide training to newly appointed members and to the older members as well. The present practice of sending the recruit out on patrol with an "old head" is wholly inadequate. Quite as often as not the older member corrupts the recruit by a recital of how to avoid trouble and annoyance by doing nothing and how easy it is to get by. No business establishment would think of entrusting complete representation of its business to a given territory to a newly appointed employee having no experience in the business at hand. A training school, even though limited in scope at first, is imperative.

A merit system would further guarantee a much needed stabilization in the service by giving security of tenure in the higher ranks after promotion has been made. Of course, the back door should be wide enough under any system to permit retirement or dismissal of a member who might be disposed to take advantage of his new found security and suffer his energies to decay.

Until some agency is established which will bring an unbiased, disinterested and informed energy to the problem of selection and promotion in the police department, little hope can be held out for elevating the tone of police employment and for setting it up on a professional basis, worthy of able men who aspire by honest, fearless and intelligent effort to make a life time career of police business. And until the service is relieved of all elements which cause a man continually to make compromises with his self-respect no great strides in the department's efficiency can be expected. A few men of superior capacities have been attracted to the service and are now doing what they can to better the department's record. But these men of outstanding qualifications are few in number. The aim must be to increase their number measurably and so to improve their opportunity that they can really develop their capacities for larger usefulness.

The subject of perfecting a scheme for the improvement of personal standards in the service is of such outstanding importance that we believe it would be wise to present specific recommendations on this head in a separate report to be made to your honorable body at a subsequent time. If, therefore, this suggestion is agreeably received, we shall later submit a plan for your consideration.

On motion of Mr. Bramblett, General Ordinance No. 37, 1924, was stricken from the files.

ORDINANCES ON SECOND READING.

Mr. King called for General Ordinance No. 45, 1924, for second reading. It was read a second time.

By Mr. King:

Mr. President—I move that General Ordinance No. 45, 1924, be amended to read as follows:

GENERAL ORDINANCE NO. 45, 1924

AN ORDINANCE providing for the stopping of work by the Commissioner of Buildings when violation of the building or zoning ordinances have occurred; defining a hotel; providing that building licenses and approved plans be maintained on every building under construction; providing for restricted fourth class two-car garages in the second fire district; providing that no windows can be placed in the walls of any building when the walls of the same are located on the inside property line; providing that metal ties cannot be used for bonding masonry bearing walls with exceptions; providing for the requirement of blue prints for certain estimated valuations of construction and the correction of such plans and blue prints before the issuance of a permit; providing for the cancellation of building licenses when any zoning or building ordinances are violated; providing for the assistance of the police; providing for openings to attics; providing for steel sash and wire glass in specified openings and exposures; providing a penalty for the violation of the provisions thereof and declaring a time when the same shall take effect.

Be It Ordained by the Common Council of the City of Indianapolis, Indiana:

Section 1. (a) A hotel shall be defined as any building or structure or part thereof, which is used in whole or in part for the accommodation of transient lodgers and which has at least one public dining hall, public register and office where an attendant is present at all times, and which contains no provisions for cooking meals by any method in any room or suite of rooms except the public dining halls and the appurtenances thereto.

(b) A hotel shall not be used for family purposes.

Section 2. Whenever any building or structure is found to be in violation of the zoning or building ordinances of the City of Indianapolis the owner or owners or persons or person constructing such building or structure shall immediately stop such construction, even though said building or structure is being built according to plans and stamped "Approved subject to all Building and Zoning Ordinances."

The Commissioner of Buildings or his authorized assistants may stop such work by posted notice, parole or letter whenever any violations of the building or zoning laws or ordinances occur. A posted notice shall read as follows:

"THIS BUILDING IS HEREBY CONDEMNED. IT IS BEING BUILT IN VIOLATION OF THE LAWS AND ORDINANCES OF THE CITY OF INDIANAPOLIS. NO PERSON OR PERSONS ARE ALLOWED TO ENTER THESE PREMISES EXCEPT UPON PERMISSION OF THE COMMISSIONER OF BUILDINGS. PENALTY FOR VIOLATION OF THIS NOTICE TEN DOLLARS (\$10.00)."

Any person who shall enter such building to do work therein or thereon shall be deemed guilty of a misdemeanor and shall be fined upon conviction ten dollars (\$10.00) for each offense.

Section 3. It shall hereafter be unlawful for any person or persons, firm or member of a corporation to do any construction work on any new or old structure or building in Indianapolis unless said person or persons, firm or member of a corporation shall maintain in full view during the construction and until such building shall be completed and finally inspected, the building license for such building or structure. Such license shall not be removed until permission

so to do is granted by the Commissioner of Buildings or his authorized assistant, either by letter or parole. When final inspection is made such parole notice shall be in the form of a sticker which shall be attached to the license by the inspector and signed by him.

It shall further be unlawful for any person or persons, firm or member of a corporation to do any construction work on any new or old structure or building or premises in Indianapolis unless there is maintained on such construction job at all times during working hours a complete set of plans and specifications stamped "Approved subject to all Building and Zoning Ordinances."

Section 4. Fourth class one-story frame two-car garages may be erected as an accessory to a dwelling on the rear half of any lot in the zone known as the outer or second fire district providing no part of such building or structure is built within four (4) feet of any other building or structure. Class C roofing may be used on such garages. Such garages shall be limited to five hundred (500) square feet in area of outside of building walls.

Section 5. No windows shall hereafter be constructed in the outside of any building or structure when such outside wall or walls are erected or maintained on the inside property line. However, when such wall or walls are maintained at least two (2) feet from the inside property line windows may be placed therein.

Section 6. No metal tie or metal bond shall be used in any masonry bearing wall or plaster unless such wall is increased four (4) inches in thickness over standard wall thickness as specified in the building ordinances; then the additional four (4) inches may be tied into the masonry wall with metal ties, except in two (2) story buildings, where twelve inch walls are required, four (4) inches of that wall may be tied to the remaining eight (8) with metal ties, however the eight (8) inch part thereof must have masonry bonds.

In masonry bearing walls masonry bonds shall be provided at least every eighteen (18) inches in height of the wall. Such bonds shall run completely from one end of the wall to the other in a horizontal direction.

Nothing in this section shall prevent the use of blind headers of masonry when the bricks used as blind headers are not cut, but are laid across the stretcher bricks and the stretcher bricks are cut to admit the bonding brick.

Section 7. (a) Blue prints in duplicate, showing all construction and details, foundations, elevations, necessary cross sections, location of structure or building on the lot or premises, all adjacent properties both city and private, shall be provided the Department of Buildings before application for a building license for all buildings or structures both new and old except pencil drawings in duplicate may be substituted for private garages, sheds or one-story accessory buildings not used for residence purposes or any construction or repairs not exceeding one hundred dollars (\$100.00) when in the opinion of the Commissioner of Buildings such blue prints shall not be necessary.

After such blue prints are read by the Department of Buildings and correction or corrections to the same shall be made in acid by the applicant before such blue prints shall be submitted for a permit.

All blue prints in sets shall be numbered and an index furnished on the first blue print setting forth each sheet and the details thereon. A complete survey and deposition before a notary public of all

property lines and size of lot or lots shall accompany each set of blue prints except when in the opinion of the Commissioner of Buildings such survey is not necessary.

All column loads shall be shown at the footing of each column foundation. All truss arch or retaining wall calculations or graphical developments shall be shown. All floor loads and structural material stresses shall be shown at each point unless a standard throughout the whole structure is maintained.

(b) After the blue prints are stamped as follows: "Approved subject to all building and zoning ordinances," such approval shall not be considered as evidence to allow any person or persons to violate any law or ordinance of the City of Indianapolis. Such above approval plans are in exact accordance with all building and zoning ordinances and any errors found later either by the applicant or by the Building Department shall not be binding on the Department of Buildings and such errors shall immediately be rectified and the construction or location of the building or structure changed to conform to the law.

One set of approved blue prints shall remain the property of the Department of Buildings until the final inspection is made of the building or structure, whereupon such blue prints and specifications are left at the Department of Buildings at the owner's risk, except in cases where blue prints are required to be filed permanently at the Department of Buildings. The set returned to the applicant when the permit is issued shall be left on the construction job at all times during the construction of such building or structure. No blue prints or drawings shall be used on any job unless approved as above outlined. Subsequent blue prints or specifications may be approved after the permit is issued.

All plans shall be drawn to a scale of one-quarter of an inch to one foot of actual structure or building measurement, except by special permission in writing from the Commissioner of Buildings one-eighth of an inch to one foot scale may be used in large buildings.

Section 8. The Commissioner of Buildings or his authorized assistants shall order any work stopped by parole or otherwise when they find work proceeding on drawings or blue prints not approved by the Department of Buildings, or in any case when the approved blue prints or drawings are found to be in error or in violation of any building or zoning law or ordinance of the City of Indianapolis.

Such building license may be revoked for any cause when it is believed by any building or zoning ordinance is being violated. Such revocation of permit shall be by letter to the applicant at the address shown on the building license application or in lieu thereof the Commissioner of Buildings or his authorized assistants may cause a tag, sticker or notice of the revocation of the permit to be written on or attached to the building license, which is required by law to be in a conspicuous place on the building or construction job.

Section 9. The police shall assist the Commissioner of Buildings in enforcing any provisions of the Building or zoning ordinances. The Commissioner of Buildings or any of his authorized assistants in urgent cases may ask the police to accompany him or them to any premises to help enforce the law and make arrests where necessary.

The police on regular duty shall investigate all premises to see if a building license is posted wherever it is apparent any construction, repair or excavation work is being done. If no building license

is posted on such premises the said police shall order all work and operations to stop immediately and until such a time as a building license is posted as required by this ordinance.

Section 10. In all public garage buildings hereafter erected where the exposure of any of the walls is forty (40) feet or less to any other building or structure the windows in such walls shall be rovided with metal sash and wired glass.

In all buildings hereafter erected, four (4) stories or over in height above the established grade, shall have all the windows in all the walls thereof provided with metal sash and wired glass except as hereinafter provided.

(a) Where the exposure of any such wall is forty-one (41) feet or over from any other building or structure such windows shall not be required in any case.

(b) Where the exposure is such as to require metal sash and wired glass all such windows not over fifty (50) feet above the established grade may, in the opinion of the Commissioner of Buildings, have the lower half thereof of plain glass.

Section 11. In all buildings in which there is an attic space under the roof and above the ceiling of the top story, sufficient scuttle holes shall be provided through the ceiling of the top floor to said attic space under the roof to provide complete access thereto.

Section 12. The regulations described in this ordinance shall be in addition to the building ordinances of the City of Indianapolis and shall be subject to all of the regulations described in said ordinances.

Section 13. Any person or persons, firm or member of a corporation who shall violate any of the provisions of this ordinance shall be deemed guilty of a misdemeanor and shall be fined upon conviction a sum of ten (\$10) dollars and not to exceed five hundred (\$500.00) dollars for each offense. Each day's violation shall be considered a separate offense.

Section 14. The Commissioner of Buildings shall have full discretionery power in the enforcement of the regulations set forth in this ordinance.

Section 15. This ordinance shall be in full force and effect from and after its passage and due publication as required by law.

Carried.

Mr. King called for General Ordinance No. 46, 1924, for second reading. It was read a second time.

Mr. King moved that General Ordinance No. 46, 1924, be ordered engrossed, read a third time and placed upon its passage. Carried.

General Ordinance No. 46, 1924, was read a third time and passed by the following vote:

Ayes, 9, viz.: Messrs. Bernd, Bramblett, Buchanan, Clauer, Claycombe, King, Ray, Thompson and President Walter W. Wise.

Mr. Ray called for Special Ordinance No. 8, 1924, for second reading. It was read a second time.

Mr. Ray moved that Special Ordinance No. 8, 1924, be ordered engrossed, read a third time place placed upon its passage. Carried.

Special Ordinance No. 8, 1924, was read a third time and passed by the following vote:

Ayes, 8, viz.: Messrs. Bernd, Bramblett, Clauer, Claycombe, King, Ray, Thompson and President Walter W. Wise.
Noes, 1, viz.: Mr. Buchanan.

Mr. Bramblett called for General Ordinance No. 43, 1924, for second reading. It was read a second time.

Mr. Bramblett moved that General Ordinance No. 43, 1924, be ordered engrossed, read a third time and placed upon its passage. Carried.

General Ordinance No. 43, 1924, was read a third time and passed by the following vote:

Ayes, 9, viz.: Messrs. Bernd, Bramblett, Buchanan, Clauer, Claycombe, King, Ray, Thompson and President Walter W. Wise.

May 19, 1924.]

CITY OF INDIANAPOLIS, IND.

273

On motion of Mr. King the Comon Council at 9:10 o'clock
p. m. adjourned.

Walter W. Wise

President.

Attest:

John N. Rhoderick

City Clerk.