

if it realized the number of times many of these hardened criminals have been arrested, convicted, paroled, and arrested again. It is not uncommon in this or other cities to have men indicted for first-degree murder, but who are later found guilty or plead guilty to manslaughter, released within a very few years on parole. Although definite information has been difficult to obtain on this score, at least fifty to one hundred Lucas County prisoners in state penal institutions are released every year on parole before they have served their entire sentence. There is no question but that in many cases such paroles are merited. But it is equally true that some of these paroled prisoners are released only to commit other depredations. Officials of the Bureau of Identification point out that, in the case of three murders here in the last several years, one or more of the men involved have been either out on parole or suspended sentence for various charges. It is also a fact that as high as 75 per cent of the individuals arrested for the serious crimes have previous records.

The Ohio State Reformatory reports that, out of fifty-one prisoners from Lucas County paroled in 1925, eight had been convicted on assault charges, two for highway robbery, seventeen for burglary and larcenies, eleven on other forms of larceny, two for manslaughter, and three for concealed weapons. Without knowing the details, it would be unfair to conclude that some of these prisoners were not entitled to parole. It is only in view of the present discussion regarding the so-called "parole evil" that these figures are given.

One thing that makes the parole situation difficult is the fact that neither the police nor prosecuting attorney's office is informed when such paroles are granted, so that these agencies are unable to keep track of the movements of the paroled men. The argument for this, however, is that these paroled prisoners are thus enabled to get a new start in life without having the police follow their movements too closely.

But the point is, as one official has aptly said, the only pressure that comes to the judges and prosecutors is on the behalf of the prisoners. The public, repre-

sented in the victims of these criminals, makes no effort to see that punishment is carried out.

Many reasons have been advanced for this condition of lawlessness. It has been recently urged that it is partly due to the increasing disrespect of law resulting from the inability to enforce prohibition and other laws. The police assert they haven't enough men. Some blame the judges for the practice of suspending sentences. One local Common Pleas judge declares that it is the certainty of punishment rather than quantity that will deter wrongdoing, and he advocates consistently punishing first offenders rather than suspending sentence, which is done many times in these instances. Juries are blamed for being too soft-hearted. The criminal court procedure is condemned as being too cumbersome and slow in action. The advent of the automobile and movie is also held responsible.

To what degree is each of these or other reasons responsible for crime? No one knows, for it has not been carefully worked out. But granted these reasons, what are the remedies?

Chicago, Cleveland, New York, and Detroit have, by means of unofficial commissions or special investigations, attempted to evolve remedies, with not very tangible results thus far. Richard Washburn Child, eminent writer, who has recently made a careful study of the situation, recommends the formation of citizens' committees in different cities to study the problem and assist public officials in carrying out remedies. So serious has the situation become that a group of the foremost business men of the country have organized what is known as the National Crime Commission. This organization plans to co-ordinate the efforts for crime prevention throughout the country.

These various problems relating to crime and its prevention are with us. None can doubt their seriousness. Various official agencies alone cannot remedy them without the support of public opinion, and this only can be enlisted by means of organized community effort, whether it be in the nature of an official or unofficial crime commission or by systematic effort on the part of the organized civic groups.

## Chapter III. Our Police Department

Ask any police official of long experience as to what would most improve his department and he will answer, "Give me good policemen."

The same principle applies to a police department as to an army. Ten thousand ill-trained and poorly equipped soldiers are not as effective as one thousand seasoned troops. Similarly, a small but effective police force can do more to apprehend criminals, prevent and frustrate crime than a large personnel of underpaid, uninterested and poorly trained patrolmen.

One cannot expect a young man to choose the career of a policeman entirely for the love of the work, although surprising as it may seem, many of them do. He must have assurance of receiving a salary which will enable him to maintain his family in modest but comfortable circumstances. He must have a certain assurance as to future promotions if he does his work well. Lastly, he must have assurance that his widow or other heirs will be adequately provided for in case of his sudden death.

Until Toledo is willing to provide the funds to satisfy the above conditions it will not be able to discard its reputation as a crime center. Generally speaking, it may be said that the present personnel of the Toledo Police Department more than earns the remuneration it receives and privileges it enjoys.

### COST AND PERSONNEL

The personnel increase of the Toledo Police Department since 1920 has been subnormal rather than abnormal. While the population has increased 19 per cent, the Police Department has taken on only 12 per cent more men. In other words, while the city has grown from 243,000 to 290,000, it has augmented its police force by only forty-two men. In fact, the force has not been materially enlarged since 1922.

The following table shows a moderate increase in the pension and motor vehicle expenditure, but a rather large increase in miscellaneous expenses:

Table VIII—Police Department Costs, 1920-1925

Year—	Pensions	Salaries	Maintenance	Motor supply and maintenance	Total cost	No. of Officers	No. patrol-men and Detectives	Others	Total Personnel
1920	\$25,231	\$619,788	\$45,884	\$15,813	\$706,716	28	310	15	353
1921	26,344	688,760	65,536	22,022	802,662	30	319	16	365
1922	31,405	732,419	60,290	19,547	843,661	32	342	16	390
1923	38,747	748,706	40,013	20,586	848,052	31	349	17	397
1924	40,369	697,941	39,004	24,496	801,810	33	336	16	385
1925	41,000	800,504	55,682	30,000	927,186	33	344	18	395

The Toledo Police Department cost has increased 79 per cent, which, while a substantial gain, is much less than the 116 per cent mounting in Fire Department costs since 1919.

Table IX—Per Cent Increase in Departmental Costs, 1919-1925

Administrative Offices	21%
Service Department	74%
Welfare	54%
Police	79%
Fire	116%

The Toledo Police Department consists of thirty-three officers, thirty-four detectives, and 314 patrolmen and police clerks, besides twelve civilian employees, including janitors, matrons, engineers, etc. This makes the total personnel of the Toledo Police Department 395 individuals.

Of the 395 officers and men in the Toledo Police Department, 9 per cent, or thirty-five persons, are not engaged on strictly police duty, as the following table shows. Nineteen of these are in clerical positions, ten are mechanics, signmakers, or carpenters, and the remainder are detailed to miscellaneous sedentary duties. This practice of assigning patrolmen to non-police work came about naturally. Clerks were needed in various bureaus of the Police Department. The annual appropriation was insufficient to provide additional clerical help, so regular policemen, already on the force, were assigned to these duties.

Under these conditions it is possible that some men are doing clerical work at \$150 per month which could be done equally well by women stenographers at \$110 to \$125. In addition, these men enjoy pension privileges, although the risk they run is negligible.

On the other hand, some of these positions, although clerical, require a man's services and judgment. However, the responsibility of detailing men to these assignments is on the Chief of Police.

Six motor mechanics rated as patrolmen receive \$150 a month plus pensions, their policemen's pay, as compared with the \$185 monthly paid the auto repairmen in other departments.

The non-patrol details are given in the following table. It would seem more just to the men on the beats, who undergo the risk and hardships, that as many as possible of the clerical and other distinctly non-police functions be filled by civilian help. However, some of these positions are occupied temporarily by patrolmen who have been injured in line of duty, and none will question the fairness of placing these men in the "easy positions" until they recover. There are also some clerical positions which require the judgment of a man who has had practical police experience.

Table X—Personnel (as of December, 1925)

Number officers	33
Number detectives	34
Total number patrolmen on police duty	280
Foot beats	74
Motorcycles and horses	22
Automobiles	74
Street traffic	28
Parking duty	2
School traffic	32
Railway stations	5
Turnkeys, detention desk	7
Jailers	3
Operators, telephone	8
Vice, gambling and liquor	13
Detailed to Detective Bureau at same pay (plus three men doing clerical work)	8
Policewomen	4
Total number of patrolmen not on strictly police duty	35
Traffic signmakers	3
Mechanics, garage	6
Carpenter, shop	1
Clerks, I. and R. Bureau*	4
Clerk, Auto Squad (Detective Bureau)	1
Clerks, complaints (Detective Bureau)	2
Clerks, traffic	4
Clerks, license	3
Clerks, property	2
Clerk, police inspector	1
Patrolmen detailed to I. and R. Bureau	2
Printer	1
City Hall	1
Custodian	2
Court officer	1
Mayor's chauffeur	1
Total patrolmen on duty	310
Total patrolmen authorized	316
Total officers and men	381
Civilians—Five janitors, four matrons, three engineers and two stenographers	14
Total personnel of Police Department	395

\*Under police pensions, but not rated as patrolmen.

### PRECINCT STATIONS

The present police stations consist of the following: Central Station on Superior Street; Lagrange Street Station; East Side Precinct Station, Oswald and Second Streets; quarters for auto patrols or speed cars at No. 18 Fire Station, Sylvania and Peak Streets; No. 4 Fire Station, Monroe and Bancroft, and No. 9 Fire Station, Broadway and Orchard. Besides these, there are motorcycle cabins at Glendale and Broadway, Navarre Park,

Riverside Park, and Dorr and Detroit. Early in 1926 the new Safety Building will be opened on the Civic Center, Erie Street, which will house the No. 1 Precinct Station and headquarters offices.

In a few years we will face the necessity of establishing precinct stations with a complete complement of officers, patrolmen, detectives, motor apparatus, and alarm system in the south, west, and north sections of the city. We do not have to go to the experiences of other cities to learn the desirability of this. However, we find that, among municipalities of Toledo's size, Rochester has eight stations, Denver and Louisville four, Providence eight, and Oakland three.

At present Toledo has only two precinct stations, one on the west and the other on the east side. For one thing, this has resulted in a great waste of time by compelling policemen and detectives in some instances to travel three and four miles to their districts. For example, certain patrolmen report at Central Station and then go to their beats out Broadway or to the extreme westerly districts of the city. This requires an hour a day, which could be put to better use in patrolling beats.

Completion of the new Safety Building, which will contain No. 1 Precinct Station, will not remedy this particular defect, as it is also located in the downtown district.

One great value in having precinct stations is that it centers responsibility for crime conditions in that section on the officer in charge. Also, by having separate detective units, it enables these investigators to become more familiar with the rendezvous of criminals.

#### FOUR LINES OF CRIME DEFENSE

Police work in protecting the city is divided into four main phases:

1. The foot patrolman on his beat.
2. The motorcycle man who rides along main thoroughfares.
3. The speed cars and auto patrols which, standing ready at different points scattered about the city, respond to alarms.
4. The detective force which investigates crimes.

#### POLICE COVERAGE OF CITY

A man living in a residential section may complain that he has not seen a policeman pass his home on his regular beat for months or even years. That is true, for, because of the shortage of patrolmen, some districts of the city are not covered by foot policemen and have not been for some years.

But let that man call the police by phone, after hearing a noise in his back yard at night, and within five minutes he will probably have in front of his home two or three police automobiles and several motorcycles with six to ten armed men.

Investigation shows that, in coverage by foot patrolmen, this city is far undermanned, for only about one-third of the patrol districts are covered. But in response to alarms there is no part of the city which cannot be reached by patrolmen and detectives in automobiles within a few minutes.

Seven automobiles, with two patrolmen each, are stationed at No. 18 Fire House, West Toledo; No. 4 Fire Station, Monroe and Bancroft; No. 9 Fire Station, Broadway and Orchard; East Side Precinct Station,

Lagrange Street Station, and two at No. 1 Precinct Station, Superior Street. These automobiles respond to minor complaints and, together with the speed cars, to more serious alarms.

Four high-powered automobiles, containing two officers each, are stationed at No. 4 Fire Station, Monroe and Bancroft; Lagrange Street Station, East Side Station, and Central Station. A fifth car, called "the flyer," is held at Central Station and responds to the more serious alarms.

Thus it can be seen that, by means of these automobiles located at strategic points about the city, the Police Department is well prepared to respond to emergency alarms in any part of the city and to transport a large number of men in a short time to the scene of the complaint.

#### MOTORCYCLES RANGE CITY

Besides the auto patrols and speed cars on each shift, five to seven motorcycle men cover the entire city. It has been found that a motorcycle is not satisfactory for regular patrol duty because of the noise it makes and because its operation requires the undivided attention of the rider. However, the motorcycle serves excellently in traffic work and in responding to alarms.

#### DISPATCHING POLICE CARS

Detroit has a system of dispatching police cars upon receipt of complaints which might well be adopted by the local department. Speed is of paramount importance in responding to police alarms. The method used here sometimes results in a few seconds delay which could be obviated.

A citizen sees a prowler at the rear of his home. Excitedly, he calls the Police Department. He starts to give his story to the telephone operator on the police switchboard. The latter, under the rules, switches the citizen to the desk sergeant, to whom he must tell his story again. While the delays are not great, yet occasionally they may mean the difference between apprehending a criminal and permitting him to escape.

In Detroit a dispatcher sits beside the police operator. All complaint calls immediately are referred to him. Upon ascertaining the important details he immediately orders out the nearest police speed car and then informs the police and detective bureaus the facts in the case. Now, this dispatcher has complete authority to order out police vehicles in response to an alarm, and his desk chart keeps him informed as to the whereabouts of every piece of police apparatus. Detroit department officials say that this method of dispatching police cars has proved to be invaluable.

At present no one in the local department knows exactly which cars are out and which are in, for the police section can order their cars out independently of the detective speed cars. This might prove disastrous on occasion when it would be essential to send out all the cars available.

Possibly the installation of the dispatch service at the police telephone board might not entail any additional men, or, at least, not more than one. The telephone operator would have before him a printed form showing all the police cars on duty that shift. He would have complete authority to dispatch all cars. It would be up to him to decide whether or not the complaint merited dispatching one of the speed cars. Having

control of all patrols and speed cars, he would know which ones were out, and thus would be able to "cover up" a district in which the automobiles were absent on complaints. It might be that the single telephone operator would not be able to handle this work because of the rush of other calls. In that case one additional man would have to be put on this dispatching work.

**FOOT PATROLMEN VERSUS PATROLMEN ON WHEELS**

Veteran police officials retain their affection for the foot patrolman who saunters along his beat, occasionally slips up alleys, and makes a more or less close inspection of his district. The late-retiring householder sees him and feels protected.

That kind of protection was satisfactory in the old days of helmets and clubs. But exigencies of traffic now absorb one-fifth of the annual police appropriation and one-quarter of the men, and because of the impossibility of proportionately increasing the police department, such diversion strips the regular beats and other police functions. Other special duties, such as prohibition and vice and maintenance of motor vehicles, further diverts the regular policemen from their normal function of patrolling a beat.

But due to the complaints of taxpayers about their mounting tax bills, cities have been unable to increase police departments commensurate to their needs. This has necessitated making more advantageous use of the available men.

Toledo is not alone among the cities which have faced a shortage of regular policemen for foot beats. In other cities, including Detroit, Cleveland, and Los Angeles, the foot patrolmen have been put on wheels, so to speak, with very satisfactory results. Usually two patrolmen are assigned to an automobile and are given a district to cover, in which they must pull boxes like a foot patrolman. But these automobile patrols cover much larger districts than the men on foot. The Detroit police department, which has thirteen cars on regular patrols, reports that investigation has shown that, whereas a foot patrolman can walk approximately one and one-half miles per hour, these automobiles average eight miles. In Berkeley, Calif., it has been ascertained that, where the average patrolman walks about nine miles during his eight hours' tour of duty, in an automobile his average is thirty miles a day. In Los Angeles 150 automobiles are now being used in residence sections on patrol duty. However, it is true that in business districts foot men are necessary in order to try doors and inspect alleys and the rear of buildings more closely.

Therefore, in Toledo, while it seems impossible to obtain enough policemen in the future to cover all beats on foot, possibly the force might be augmented sufficiently to employ enough additional policemen to permit the motorizing of some of the beats. The following table shows the coverage of beats on March 17, 1925, a typical day, which reveals this point graphically:

**Table XI—Coverage of Foot Patrolmen on March 17, 1925—Area Thirty-six Square Miles**

	7 A. M.- 3 P. M.	3 P. M.- 11 P. M.	11 P. M.- 7 A. M.
Number patrolmen on foot beats (28 on school duty)	32	23	24
Number of districts in city....	141	141	141

District in which more than two boxes were rung.....	37	30	32
Districts in which one or two boxes were rung.....	29	9	15
Districts in which no boxes were rung and were not covered by foot patrolmen	75	102	94
Per cent of districts in which no boxes were rung by foot patrolmen .....	54%	75%	69%
Per cent of districts in which boxes were rung once or more .....	46%	25%	31%

A district is not adequately covered when only one or two boxes are rung on a shift. Therefore, from the above table it is seen that in seventy-five to 102 districts no boxes were rung, while on nine to twenty-nine only one or two boxes were rung out of the 141 districts. Of the 225 boxes in the city, not more than ninety to 150 are rung in any of the shifts, and of these 140 to 150 are rung on the 7 a. m. to 3 p. m. shift, and only ninety to ninety-six on the 11 p. m. to 7 a. m. shift, when protection is most necessary. However, the school duty requirements have depleted the midnight shift.

As mentioned before, many of these patrol groups are much too large to be adequately covered by one man on foot. For example, one patrolman is assigned to the district between Emerald Avenue, Glendale Avenue, the canal, and the river. As a matter of fact, this man can do little more than walk up Broadway and try doors of the business houses in this district. Other examples of abnormally large districts could be mentioned. From maps which the Commission of Publicity and Efficiency and Chief Jennings have prepared it is obvious that only one-half to one-third of the area of the city is regularly covered by foot patrolmen at present. This includes the downtown and a few of the outlying business districts. There are large portions of residence territory to which regular foot patrolmen have not been assigned in years, or which they cover in a sort of marathon from one box to another.

According to Chief Jennings, 423 foot patrolmen would be required to adequately patrol the 141 districts during the three shifts as compared with seventy-four men now on foot beats during the day, making a shortage of 349 men.

**HOW MANY MEN ARE NEEDED?**

It is hardly possible that between seventy-five and one hundred more men can be added to the Police Department for foot patrol duty alone. However, by adopting the practice found in other cities of patrolling in automobiles in the outlying districts, fewer men can cover more territory.

The chief suggests the following as a minimum program:

Cover the outlying and residence districts with twelve automobiles with one man each. This would require forty-two men for the three shifts and fourteen automobiles, including two in reserve; assign ten men for traffic duty, twelve additional motorcycle riders, ten more men for the Detective Bureau, and twenty-six additional men for foot patrols in the business district.

Additional men, auto patrols.....	42
Additional men, night traffic.....	10
Additional men, motorcycle .....	12
Additional men, Detective Bureau.....	10
Additional men, foot patrols.....	26
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Total additional men.....	100

The Commission of Publicity and Efficiency does not feel justified in giving its unqualified endorsement to this program, which would add over \$180,000 a year to the city's expense, especially in view of the fact that so many of the regular policemen are now engaged in clerical and other non-police duties. However, it does believe that the local crime situation does call for the augmenting of the force as soon as possible and finances permit for auto patrol duty in the residence portions of the city. While additional men may be necessary for night traffic, motorcycle, and other work, as the chief maintains, the beats should be strengthened first. The installation of automatic traffic signals should release for other duty at least a half dozen patrolmen now doing traffic assignments.

It is also possible that this proposed auto patrol service need be established only for the two late shifts, as the residence districts are pretty secure during the daylight hours.

So, as a minimum requirement, at least twenty-four men in twelve automobiles should be assigned as soon as possible to patrol the outlying districts.

#### THE DETECTIVE DIVISION

There is a good deal of glamor associated with the occupation of a detective. This, of course, originated from the detective tales by A. Conan Doyle and others. The detective, in the imagination of the uninitiated, is a dark gentleman of disguises, suave manners, and deadly intrepidity.

Because of this illusion, knowledge of the city detective as he really is might be disappointing to some. It is disconcerting to see the man of mystery, the unraveller of weird crimes, go about the job of finding out who broke open the safe in the Jones garage, with the matter-of-factness of a plumber fixing a hot-water pipe.

And therein lies the virtue of the detective bureau—its business-like manner of tackling its problems.

The local Detective Bureau has made some noteworthy arrests in its career and has been a powerful weapon in the war on crime. It must be remembered that, while the patrolman's duty is that of a watchman, to prevent the commission of a crime, the detective must solve a crime and apprehend the perpetrators.

The bureau consists of the inspector, three captains, eighteen regular and sixteen detailed detectives, besides eleven patrolmen detailed to this bureau. These are assigned individually or in pairs to the homicide squad, railroads, junk shops, banks, Automobile Bureau, general assignments, and districts. The bureau also has charge of the operation of the five speed cars.

While there is a total personnel of forty-nine men, the actual strength is below this because of the four to six men who are off one day a week. Furthermore, two men, assigned to the federal narcotic squad and the county prosecutor's office, are practically useless to this bureau.

Detectives are classed as regular and detailed. The

former, who receive \$185 per month, hold a confirmed rank. The latter, who are detailed from the grade of patrolman, get \$175 a month and can be sent back to the ranks whenever their work is unsatisfactory.

The detectives should have a "show-up" room, where they can observe the prisoners without being seen, offices for the inspector and captain in charge, desk room for the detectives, quarters for the complaint records, and an ante-room in which prisoners can be questioned.

The Detective Bureau should have a man at a phone continually who could take complaints. At present calls are received by one of the members of the "flyer" car crew, the clerk, or captain. There is as much need for a desk man in the detectives' office as in the police section, as the calls referred to this office involve the taking of notes of details on thefts, assaults, and other crimes.

A number of small automobiles are urgently needed to convey members of the Detective Bureau from one part of the city to another. For example, the team of detectives which is assigned to the two Polish districts must come downtown on a trolley in order to get from one district to another. Teams assigned to the different sections of the city should have automobiles to take them around, for the progress of a case may take them from South Street to Ironville, to a downtown bank, and back.

In the main, the records of this office are in satisfactory shape. All complaints on thefts, etc., are taken in detail and filed numerically. Detectives assigned to the cases take duplicates of the complaints, and the progress of the case is noted along with the complaint sheet. These, which are now written on paper, should be on cards to insure durability.

Under a new system installed by the inspector it will be possible to determine monthly and annually the proportion of the arrests to the complaints on different crimes. Such figures, which, as a matter of fact, represent the efficiency of a police department, are not available for past years, which is unfortunate. Detectives make out monthly reports which afford the chief and inspector an opportunity to review their work.

#### RECOVERING AUTOMOBILES

One of the most effective branches of the Detective Bureau is the Automobile Squad, consisting of four detectives and a clerk, which recovered 93 per cent of the automobiles stolen in 1925.

It is a rather startling fact to know that 90 per cent of the motor vehicles stolen last year were taken by boys under twenty-one years. The remainder were stolen by older men and professional automobile thieves.

The detectives in the Automobile Squad say that most of the automobile thefts are done by small rings of boys who perpetrate these thefts in a spirit of bravado. When several cars have been stolen, these youngsters will race on outlying thoroughfares, which results in many smashed and deserted automobiles.

The detectives complain at the number of "repeaters" because of leniency granted by the Juvenile Court in some instances.

An automobile driver reports the theft of his car to the Automobile Division of the Detective Bureau. The clerk fills out in triplicate a record of the theft, giving the license number, engine number, and other

details. One of these is sent to the East Side Station, another to the police desk lieutenant, and a third is kept in this bureau. Furthermore, the telephone operators broadcast to each patrolman as he reports in from his box the facts about the missing car. Two cards are filed for every stolen car, one by engine number and make, the other by owner. Reports of automobiles stolen in other cities are received and cards made for these. That this careful indexing of outside cars is very much worth while is shown by the fact that about twenty-five cars recovered monthly have been stolen in other cities.

Members of the Detective Automobile Squad find an abandoned automobile and call up the Automobile Division, where the owner is traced by means of the engine number.

Thus, the motor car and owner are speedily brought together. That this division has proved to be of immense service to motor car owners is seen in the fact that last year, the top year for motor car thefts, out of 2,469 cars reported stolen, 2,293, or 93 per cent, were recovered.

The following table shows the number of automobiles stolen, the number recovered, and the per cent of those recovered since 1917:

Table XII—Recovery of Stolen Automobiles

Year—	Number of cars stolen	Number of cars recovered	Per cent of cars recovered
1917 .....	247	200	81%
1918 .....	776	660	85%
1919 .....	1,006	752	74%
1920 .....	1,138	877	78%
1921 .....	828	634	77%
1922 .....	880	796	90%
1923 .....	1,022	952	93%
1924 .....	1,593	1,481	93%
1925 .....	2,469	2,293	93%

Reports of thefts of local cars come in at the rate of five to ten daily and out-of-town cars thirty daily. On holidays and week-ends as many as thirty cars are reported stolen. Besides the filing work, the clerk of this bureau must answer citizens who come to inquire regarding their missing automobiles.

#### BUREAU OF IDENTIFICATION AND RECORDS

This bureau may be called the "eye" of the Police Department, and, judging by its work, it needs no spectacles.

The criminal records, fingerprints, and physical measurements of 15,000 criminals are on file here. Literally, in many instances, it is a record of from the cradle to the grave, for nearly every year of a criminal's life may be accounted for here, whether the wrongdoing occurred in this or other cities, so comprehensive is this record-keeping.

This bureau consists of the superintendent, assistant superintendent, stenographer, fingerprint clerk, photographer, and four other clerks. Possibly it is slightly overmanned due to the policy of detaining patrolmen who are recuperating from illness or injury received in line of duty to easy clerical work here. But by so doing the department gets some work out of these men and yet is relieved of pension payments.

The record system consists of a card index of names arranged alphabetically, which leads to an envelope index containing the crime records of each man, photographs and correspondence from other cities relating to him, the fingerprint and the Bertillon indices. The Bertillon system, which deals with the physical measurements of a man, such as shape of head, length of forearm, etc., is slowly being discarded in up-to-date police departments, as it is thought that the same result is obtained by the fingerprint measurements.

Four to eight prisoners charged with felony are brought to this bureau daily, and, if the measurements are not already on file, they are recorded as to fingerprints and Bertillon measurements, and their photographs taken.

By this means suspects are positively identified and their former records made known, which proves of invaluable assistance to the Detective Bureau and grand jury.

This bureau exchanges fingerprint and Bertillon measurements on all prisoners with the Ohio state penitentiary, Ionia, Mich., state prison, and the National Bureau of Identification in Washington. Also, on request, it sends and receives crime records from all the large police departments in the country. As an example of its efficiency, it had identified and obtained from other cities the records of the three men who recently attempted to rob the east side bank several days after the crime was committed.

The records in this department are deposited in wooden and tin filing cabinets. It would not take much of a fire to completely ruin this crime library, the loss of which would be irreparable. This bureau should be furnished with steel cabinets upon its installation in the new Safety Building.

#### BUREAU OF POLICEWOMEN

It is difficult to conceive of women who are the mothers, sisters, and daughters of a community being criminals. Yet, in 1925, over 1,758 women and girls passed through the Detention Home, of whom over 600 were "repeaters" or had been enmeshed in the toils of the law on one or more previous occasions. Many hundreds more, who became involved in domestic and other difficulties which eventually might have led to law violations and arrests, were counselled by the policewomen and put on the safe track of right conduct.

From the above the vast scope of the field of endeavor of this bureau may be discerned. However, while its members may appreciate its aims and the duties required of them, a lack of facilities prevents it from functioning as effectively as could be desired.

This bureau consists of one acting sergeant and three patrolwomen, four matrons to look after the prisoners, a clerk, and three patrolmen detailed to desk work during the three shifts. The headquarters are in the Woman's Detention Home on North Erie Street, to which all women prisoners are taken.

In 1924 forty-six men and fifty women were arrested by the policewomen.

Most arrests of women are on charges of vice, liquor, and larceny violations. The duties of the policewomen go beyond those of the ordinary detective who merely seeks to solve a case, in that the policewomen must attempt to rehabilitate the erring ones. Besides the

cases on record, the patrolwomen deal with many other women and girls whose names never appear on the docket because they are minors or because no formal charge has been made.

The patrolwomen also have supervision over public dance-halls to maintain order and protect the girls attending them.

Practically the entire time of one policewoman is devoted to supervising public dance-halls. It does not seem that a regular policewoman, whose duties call for a high type of investigational and sociological service, should act merely as a watchman on a dance-floor. We believe that this could be better accomplished by making available to this bureau a small fund which will enable it to employ dance-hall supervisors by the night, or require dance promoters to pay for this service. The Policewomen's Bureau would have no difficulty in preparing a list of women who might be called upon for this emergency duty. We understand that this is done in other cities. This improvement would release one patrolwoman for regular duty.

The salaries of not only the three patrolwomen but also the acting sergeant in charge are \$150 a month. We believe that it would be better from the standpoint of discipline, as well as responsibility, that there should be a spread between the pay of the patrolwomen and the officer in charge.

The records do not answer all requirements, which formerly was due to a lack of clerical help. The Policewomen's Bureau now keeps a blotter on which names of prisoners are recorded, together with the charge and disposition of the case. These are now being transferred from this blotter to cards which give the name of the prisoner and the one or more charges on which she has been arrested, as well as the final disposition of the case. But this bureau does not have what it should possess, the facts in all the cases on which women are arrested. In some instances these may be found in the complaint files of the Detective Bureau, but a duplicate containing the details of the arrest should accompany every woman taken to the Detention Home, which should be filed with her name.

In keeping with the best practices of policewomen's bureaus in this country, it should have the complete biographical details relating to all women who are brought here on serious charges. This would prove to be invaluable in the follow-up work on a case. In 1925, out of 1,758 women passing through this institution, 750 were interviewed and their histories obtained, which was an improvement over the year before.

Until recently policewomen were not required to make daily or weekly reports. Several of them did file informal memorandums for the acting sergeant, but a form should be adopted in order that the chief and Safety Director can ascertain the amount of work being done by any member of the staff.

If provision were made for the dance-hall supervisors working by the night it would permit the present staff of patrolwomen to function more effectively somewhat after the following arrangement: The patrolwomen on the 7 a. m. to 3 p. m. shift could attend the police court with all women prisoners, and after court she could work on cases. The patrolwomen on the 3 to 11 shift

would work on cases and interview the women brought in during evenings. The colored patrolwoman would devote her time to her people. The sergeant in charge would be free to handle the more important cases.

#### TRAFFIC BUREAU

The Traffic Bureau of the Toledo Police Department is keeping up its end of the strenuous community effort to combat the traffic menace.

The safety directors and chiefs in the past have been generous, so far as the restricted revenue permitted, in assigning men to traffic duties. At present ninety-one men, or nearly one-quarter of the entire force, are on traffic duty of one kind or another.

This includes a captain of police, one lieutenant, three sergeants, twenty men on motorcycles and two on horseback, two on parking violations, twenty-eight street-corner traffic, thirty-two on school traffic four and one-half hours a day, and four clerks.

It is a fact that Toledo's traffic and accident record is low among cities, which may be partially accounted for by the large number of patrolmen assigned to this duty.

More men are needed for parking duty. The two men assigned to this must cover the many miles of downtown streets and check up the many hundreds of vehicles lining the curbs for parking violations. When possible, several additional men should be assigned to this duty. This will inculcate more respect for parking regulations, the frequent violations of which, due to inadequate supervision, have given cause for much criticism.

One of the main reasons for the depletion of men on regular beats is the school traffic assignment. Thirty-two men are assigned to street crossings in front of public and parochial schools to escort the children over the thoroughfares. The patrolmen work four hours on this detail between school opening and closing hours, and during the other four hours they cover their adjacent beats. However, because of the time spent at the schools, the officer can cover less than half the territory on his beat.

While there may be some justification for this assignment, the same duty is performed in other cities by schoolboys under the direction of the police and janitors.

The Safety Director has under consideration a plan to install automatic signals at school crossings, which could be put into operation by the janitor or principal before and at the dismissal of school. Why couldn't the School Board pay both for the installation and operation? Such a signal would cost only \$500 plus a small amount annually for power, and this small outlay would release a \$1,800-a-year patrolman for a district not now patrolled.

Four patrolmen at \$150 a month and pension privileges act as clerks in the office of the Traffic Bureau. It might be possible to substitute one or more of these by women stenographers.

#### LICENSE BUREAU

The Police Department has one of the several license-collecting agencies now embodied in the city government. This came about because of the city ordinance requiring the Chief of Police to approve licenses for

certain types of permits, including soft-drink parlors, poolrooms, bowling alleys, etc.

There is at present a Division of Licenses and Assessments, under the Finance Department, which also collects licenses. In fact, the money collected by the Police License Bureau is turned over to the Division of Licenses. But this makes a lot of running around to get approval for various types of licenses.

This collecting of licenses should either be done entirely by the Division of Licenses and Assessments or by the Police Department. This would eliminate much duplication of effort.

At present three patrolmen are attached to the Police License Bureau. One man acts as clerk and the two others investigate applicants.

In the Division of Licenses and Assessments there is one commissioner and one clerk.

When licenses are collected for revenue only they become a business tax which is not legal in this city, following the lapse of the occupational tax. They are supposed to apply only to businesses or occupations requiring especial police or other supervision, and are supposed merely to pay for the cost of such inspection. For this reason this city should be chary about imposing license regulations which are a nuisance at best.

On the other hand, the records show that, due to a lack of an adequate collection force, so it is said, many businesses and occupations under license have not paid their annual license in the past, which was unfair to those who did pay theirs. This condition was improved in 1924 following the strengthening of the License Division, which collected \$10,000 more than the year before.

However, at present it would seem that a centralizing of the license-collecting would eliminate duplication of work.

Here, again, in the Police License Bureau we find three men assigned to work not entirely police duty and partially clerical work.

#### POLICE AUTO REPAIR SHOP

With the increasing use of motor vehicles by the Police Department, the Bureau of the Police Garage has come to be an important activity.

This garage is situated on Beech, near Erie Street, and is manned by one sergeant, one clerk, and five auto mechanics. One of the latter is detailed to the motorcycle repair shop at the Lagrange Street Station and another works nights in the garage, repairing tires and issuing gasoline and oil. The three others work days on the police cars, which require repairs from time to time. Their pay is \$150 a month, as compared with that of auto mechanics in the city garage, who receive \$185. They are rated as patrolmen and are under pension provisions.

At present the Police Department has five patrol wagons, of which four are new; six Overlands purchased in the last two years; three Cadillacs and three Studebakers three years old, and one Packard, which constitute the speed cars; seventeen Fords, including several trucks, most of which are decrepit; five miscellaneous passenger cars, and twenty-eight motorcycles.

Following is the assignment of the motor vehicles in the department:

Table XIII—Police Motor Vehicles

No. of Car	Make	To Whom Assigned
4	federal patrols	To substations
1	Reo patrol	Workhouse duty
6	Overlands	To substations as complaint cars; one to Detective Bureau
3	Cadillacs	} Speed cars to respond to alarms
3	Studebakers	
1	Packard	
20	Ford	Vice Squad
21	Ford	Auto Squad
22	Ford	Unassigned
23	Ford	To Captain Wolfe
25	Ford	East Side Station sergeant
26	Ford	Slot Machine Squad
27	Ford	Sign shop
28	Ford truck	Sign shop
29	Ford truck	Sign shop
33	Ford	Detective Bureau
34	Ford	Garage
35	Ford	Garage sergeant
36	Ford	License Bureau
37	Ford	Auto Squad
38	Ford	Liquor Squad
42	Ford truck	Carpenter shop
14	Willys-Knight	Safety Director
30	Buick	Pistol Sergeant Hennessy
32	Hupmobile	Liquor Squad
31	motorcycles	

Complete monthly and yearly records of gasoline, oil, tires, parts, and labor are kept for each car and motorcycle. Mileage reports are recorded on most of the cars, with the exception of those which have no speedometers. A daily record of gas issued is kept on a separate form. Most of the records are kept on card indices, so that it is possible to ascertain at any time the itemized expense in connection with any car. Labor is charged against the job at the rate of 62½ cents an hour. A comprehensive summary of this information is given in the annual report of the department.

Records show that few of the Police Department cars make over nine miles on a gallon of gasoline. This is due, police officials argue, to the trying service to which they are subjected. Because of this hard usage, repair costs are also high on these cars.

There has been some question as to whether or not it would be advisable to transfer the police garage to the new municipal garage. The chief and Director of Public Safety prefer keeping it as it is. They point out that expeditious service might not be given police cars, as at present. Furthermore, they assert that it would be impossible to expect patrolman auto mechanics to work for \$150 a month along with men receiving \$185 for doing the same work. On the other hand, it would appear that a squad of seven men to handle thirty-four machines and thirty-one motorcycles is quite a large detail. It is possible that the same amount of work might be done by a smaller number of men receiving the higher wage in the city garage.

Gasoline for all police cars is issued through this bureau, although the East Side Station has its own tank.

A few of the officers who furnish their own cars are given gasoline and oil free. This amounted to over \$800 in 1924, and it might be advisable, both to protect

these individuals from recoveries by the state examiner as well as the city, that an ordinance be enacted authorizing this free issue of gasoline and oil. Among the cars so served are those belonging to the chief, inspectors of police and detectives, police surgeon, sergeant of police-women, and police secretary. Also, when the machine of some police officer or squad is out of commission, an issue of oil and gasoline is made to the privately owned substitute car and charged against the city machine.

The sergeant in charge of the garage says that most of the police cars are very nearly worn out, due to the extremely hard usage to which they are subjected. A large proportion of them are cars confiscated by the Police Department which were considerably used when the police obtained them.

#### PROPERTY BUREAU

To this bureau is brought all property held as evidence for Police Court cases, articles found on prisoners, including firearms, all slot machines, and other games of chance confiscated by the police, and liquor taken by the Prohibition Squad. Owing to the absence of an annual report by this bureau and the difficulty of appraising the value of goods held here, it is impossible to estimate the total value of property passing through this office in a year.

These articles are indexed in a ledger by the nature of the property and the owner or possessor's name. Unless this property is claimed within a year, it is destroyed or sold, the proceeds going to the Police Pension Fund. Gambling apparatus is wrecked with a hammer and then sold for junk. Liquor is poured into the sewer.

From all appearances this office is functioning effectively. All the property is laid away on shelves or in cupboards, where it is easily found. Two men are detailed to this bureau.

#### MISCELLANEOUS DETAILS

One patrolman is detailed as printer. He gets out many of the printed forms used in the department and the daily bulletin. Doubtless this practice saves the city some money.

One patrolman is assigned to what is known as the Bureau of Safety and Prevention. This is, primarily, accident prevention work, but this officer also speaks on various other subjects relative to police work and crime. In 1924 he visited 140 schools and nine organizations, before which he lectured. It is obvious that this work, if properly conducted, will be of great benefit in informing the public on the important matters pertaining to the Police Department. This patrolman also conducts the police orchestra.

One patrolman is detailed as bailiff of the criminal branch of the Municipal Court.

Two are assigned as custodians in the Central and East Side Stations and one each as watchman in the police station; to operate the police launch during the summer months; to the Mayor's office as guard; the Mayor's chauffeur, and clerk of the Inspector of Police. Two men are detailed as clerks in the Bureau of Identification to clerical positions.

It is the policy of the department, and a humane one, to place men injured or incapacitated in line of duty or who, after many years of service, are of little use in regular work, in sedentary positions. But, unless

commanding officers are careful, such positions, may become sinecures and there may be too many of them.

Seven patrolmen are detailed as automobile mechanics and one as carpenter. The prevailing scale for both these occupations is higher than their salaries as patrolmen, so that the city saves on this. But there is the question—are there too many or too few men in these two grades for the work required?

#### POLICE SIGNALS

The Toledo Police Department is well equipped with signaling devices. There are 225 boxes scattered throughout the city on an average of seven per square mile.

There are also fifty-eight flashlight and bell signals in the downtown section and along arterial highways to call policemen from their beats.

All the alarm boxes are connected with the police telegraph station at No. 3 Fire Engine House, where two operators are on duty each shift to receive the calls of policemen on their beats and record them on the chart as well as to receive all alarms coming over the outside telephone system. There are eight telephone operators and one chief operator.

There is a question as to whether or not it will be advisable, with the establishment of precinct stations, to assign one operator to every house to handle box calls from policemen in that precinct. This is the system in vogue in Detroit, where the police operator of the precinct station is seated beside the desk sergeant, and is readily accessible to the orders of the latter to call men on beats by the flashlight or horn signals.

#### DISCIPLINE AND TIME OFF

Although the force has been increased since 1920, the total number of policemen charged with infraction of rules has fallen off steadily. Following is the total number of policemen who were suspended, given extra duty, reprimanded by the chief, charges preferred, dismissed, or demoted since 1920:

Year	Total
1920 .....	77
1921 .....	98
1922 .....	51
1923 .....	42
1924 .....	32
1925 .....	44

There has been a steady decrease in the per cent of time off because of sickness or other causes to the total time worked by the entire force. The per cent of time lost dwindled from 13 per cent in 1920 to 10 per cent in 1923, and only was increased in 1924 because of the payless vacations. The number of days sick and those absent without leave materially decreased.

Table XIV—Days Lost

	1920	1921	1922	1923	1924
Total days off....	13,761	13,980	12,929	11,960	15,858
Total number days worked by entire force of patrolmen and detectives	104,687	108,779	116,622	119,009	114,576
Per cent absent from duty.....	13	13	11	10	14

### RECORDS

The records of the Toledo Police Department, on the whole, are adequate. There is no indication of any duplication or that a superfluous number are kept.

Card indices give biographical records of all patrolmen, together with punishments for delinquencies, but no record is made of meritorious work. Keeping of service ratings for all patrolmen has been recommended by the best authorities on police practice in order to insure promotion of the most capable men.

The movements of all patrolmen on their beats are recorded on a chart by the telephone operators by means of calls from boxes.

Classification of all prisoners by age group, nationality, sex, etc., is made, which is shown in the yearly summaries. Disposition of cases is also summarized at the end of the year. Photographs, fingerprints, and Bertillon measurements of prisoners held on felonies are kept in the Bureau of Identification and Records. A rogues' gallery, containing over 15,000 photographs, is in the office of the Inspector of Detectives.

Each complaint of a serious offense coming into the Detective Bureau is given a serial number and indexed in a control book by the name of complainant and number. These sheets contain details of the case entered by the clerk and arrests are subsequently attached.

These numbered complaint sheets, made on limp paper, should be replaced by cards, which are more durable. When the files become too large, the older ones are put away and are likely to become lost due to inadequate filing facilities.

These records now make available monthly and annual summaries, giving the number of complaints on homicides, assaults, and larcenies, including burglary and highway robbery, showing the number of cases closed by means of arrests, those remaining unsolved, as well as total value of property recovered. It is only within the last few months that such a detailed monthly record has been kept.

The final test of efficiency in a detective bureau is the proportion of cases solved and criminals apprehended as compared to the total number of crimes committed. For this reason it is important that such information should be available to the chief of police in order that he might determine, by comparison over a period of years, the effectiveness of his force.

Monthly reports of the work of individual detectives are made which give the inspector an idea of the work of his men, as it permits comparison between the number of arrests made as compared with the cases assigned.

Records of all watches and revolvers reported stolen are kept in the Detective Bureau.

The records of the Automobile Squad are explained elsewhere.

Traffic Bureau records conform to the approved standards. Violations of a more serious nature, such as speeding, reckless driving, etc., are indexed by prisoner. Accident records are also indexed. Monthly and yearly summaries show violations and accidents, giving appropriate details.

Records on mileage, oil and gasoline consumption, and repair charges are kept for all police vehicles.

Records of the Bureau of Identification and Records and Policewomen's Bureau are explained elsewhere.

Other files are kept on licenses issued by the Police Department, delinquencies in pulling boxes, records on uniforms and equipment, time off, light-outages and open doors and windows, and other routine activities.

The annual report prepared under the supervision of the department secretary is very comprehensive. It would be desirable, however, that a table showing number of arrests on all homicide, assault, larceny, vice, gambling, and prohibition cases over a five-year period be given in order that some measurement may be afforded for determining the increase or decrease in crime. Moreover, a table showing the complaints on the various larceny charges, including burglary and highway robbery, together with arrests, should be given as a further indication of local crime tendencies.

### THE PENSION FUND

This fund is administered by five members of the force, chosen by vote, and the Safety Director. The secretary of the Police Department is secretary of the Board of Pension Trustees.

The pension fund is established to provide an annuity for members of the Police Department who have become too old for service, incapacitated in the line of duty, and to afford a death benefit to the widow or other heir of a deceased police officer, as well as a monthly allowance.

This fund is maintained by a \$1 a month assessment on all policemen, a city appropriation of \$40,369, and \$2,434 from slot machines. The fund has a reserve of \$72,000 on hand.

For twenty years of service the retiring police officer is granted \$60 a month and for twenty-five years \$75 a month. Widows are allowed \$35 a month, plus \$8 for each child. At the death of any police officer his widow or other heir receives \$2,000.

Thus it is seen that the policeman has assurance of reasonable remuneration during his old age and that his heirs will be cared for upon his sudden demise. Comparison of the local pension with that in other cities is shown in another section of this report.

It may be noticed that a flat pension is given to all members of the police force irrespective of rank. A moot question in police pensions is involved in this practice. Should not the added exertion and competency which a police officer puts into his work entitle him to a correspondingly larger pension allowance? However, among local policemen it has been felt that the flat rate for officers and men is more just.

At present there are sixty-five individuals on the police pension payroll, including twenty-nine former members of the force receiving \$75 a month, ten at \$60, fifteen widows at \$35, one widow on roll, but paid as matron; ten minor children, and one secretary.

There are other recipients of a separate fund raised from the annual field days. These are women whose husbands died before provision was made for pensioning widows.

No formal annual report of this activity is distributed for general circulation among the policemen. It might be advisable to do this, as the disbursement and custody of such a large sum of money, which is under semi-public control, entitles the public to know how it is being spent.

### THE POLICE RIFLE RANGE

Unfortunately, the city patrolman must know how to shoot. There are times when he serves society by shooting down a law violator the same as hunters in jungles save the natives by slaying a man-eating tiger. Patrolmen must shoot to hit the mark.

It was to provide this phase of a patrolman's training that a score of Toledo policemen worked over a year to build the new rifle range and clubhouse in Bayview Park, which is said to be one of the finest in the country.

The range covers a little over an acre in Bayview Park. Practically all of the work was done by the men themselves. Materials and fittings were supplied by over 150 local concerns, who gave generously of lumber, stone, and other necessities.

The clubhouse was designed by Inspector Joseph Delehaunty, who was assisted by nineteen city police officers, partly on their own and partly on the city's time.

The club building is an attractive structure of twenty-six by forty feet, made of stone, with a slate roof and large porch. The house consists of one large room with stone floor and panelled ceiling and a large fireplace in one end. Even the chairs were made by the policemen, most of whom formerly served in the handicraft trades. Two other small rooms complete the building.

Contractors have said that the construction of this building would have cost at least \$30,000 if they had done it.

In front of the clubhouse is a large column bearing the names of those who assisted or contributed in any way in the construction of this range and house. The building and column are surrounded by a lawn and flower-beds.

The actual range, which is enclosed by a wire fence and concrete posts, is 130 yards long, although additional distance can be obtained. An attractive wall, made largely of old paving stone, affords a backstep. The target pit is lined with cobblestones.

In such surroundings as these, which give zest to the training, the Toledo patrolmen learn marksmanship under Sergeant Hennessy.

He says:

"In most of the happenings (meaning pistol battles between policemen and criminals) in the past, the officers have come out second best. Since we have had this range, the policemen have won out in all these happenings."

What Sergeant Hennessy describes as "happenings" have resulted several times in deaths to innocent by-

standers or to the policemen themselves through inability to shoot as quickly and as well as the criminal.

Chief Jennings anticipates that this training in marksmanship will add one more discouragement to law-breakers in carrying on their operations.

Besides having one of the best shooting ranges in the country, it is hoped that Toledo policemen will receive the most thorough gunnery training of any police force in the country.

The course of training and the organization of class records have not been quite completed, although the actual drill has been going on for some time. However, it is hoped that by spring it will be so developed that it can be carried on with the precision of a public school classroom.

Patrolmen will be taught to shoot revolvers, shot-guns, rifles, and machine guns. Three classes will be held daily of two hours duration in clement weather. Drill will be given in slow, intermittent, and rapid firing. Movable targets will be installed soon to approximate the condition under which an officer is usually called upon to exercise his dexterity with a revolver. Records are kept on the shooting of all pupils so that their increasing proficiency can be measured. It is hoped that every patrolman and patrolwoman in the department will be detailed for instruction at the range at least three times a year.

Since this city adopted the policy of supplying revolvers to the men it is hoped that a higher standard of marksmanship can be attained.

All revolvers in the department are inspected monthly by the gunnery sergeant and weekly by the officers in charge of details, who are responsible for the condition of the men's equipment.

For the limited instruction already given creditable results have been obtained. On the first round of instruction among the 378 men the average was eight and one-third hits out of a possible fifty at a ten-foot range. The second time around this average was raised to twenty-seven and two-thirds out of a possible fifty, a marked improvement.

The interest in shooting among the Toledo policemen, which resulted in this splendid range, is also responsible for the championship police rifle teams. Although the primary aim of this course of instruction is to improve the marksmanship of all policemen, it is natural that certain ones who are more proficient than others should form a team. This aggregation won the national police championship at Camp Perry in 1922, shooting against the best aggregations in the country; it took third, fourth, and fifth places in 1923, and tied the New York team in 1924 for first place, at the same time breaking a world's record.

# The Police Department in 1926

## Police Protection in 1926 Cost Each Citizen \$2.84. Read the Summary of How This Money Was Spent and the 1926 Record of the Police Department

**Chief of Police**—Harry Jennings.

**Personnel**—On December 31, 1926, the personnel of the Toledo police force numbered 411, which is 30 more than on the force at the close of 1925. Four vacancies existed at the close of 1926. Of the 411 on the force, 332 were classified as patrolmen and 3 as patrolwomen. The officers included 1 chief of police, 3 inspectors, 5 captains, 6 lieutenants, 18 sergeants, and 1 director of the Woman's Bureau. In addition there were 18 regular detectives, 16 detailed detectives, 1 secretary, 1 chief operator and in the bureau of identification and records, 1 superintendent, 1 assistant superintendent and 5 clerks.

Other employees in the police department in 1926 were as follows: 2 stenographers, 4 matrons, 3 desk turnkeys, 5 janitors, 2 janitresses.

Upon the police pension roll in 1926 there were the following: 1 inspector, 1 superintendent of the bureau of identification and records, 3 captains, 3 lieutenants, 2 sergeants, 7 detectives, 22 patrolmen, 23 widows, and 11 children, a total of 73. The total number receiving compensation from the police pension fund in 1926 was 5 more than in 1925.

During 1926 there were 52 new appointments to the police force. One detective, one captain and one patrolman were retired on pension. Ten patrolmen were dismissed from the force. Three patrolmen and four pensioners died during the year and 13 patrolmen and 1 identification clerk resigned. There were 12 promotions made during the year to various superior positions in the department. One detailed detective was demoted to patrolman. Of the patrolmen who had been dismissed, 6 were reinstated. Four patrolmen who had resigned were reappointed.

Not one member of the force was killed in service in 1926, which is an unusual record.

**Precinct Stations**—The 411 members of the police force were distributed among the precinct or substations as follows: At the cen-

tral police station, 225; East Side station, 48; Lagrange Street station, 12; and 25 at three minor stations.

A detailed report is kept of the time lost by members of the force. In 1926 the time lost consisted of 12,996 days as regular days off of duty, 1,259 days lost by disabled members, 3,270 lost through vacations, 327 days through suspensions, 310 days as result of trips on police duty, 238 days lost by excused members, 2,695 days through sickness, 3 days absent without leave and 295 days on leaves of absence. The total days lost numbered 21,393 out of a possible 128,232 days of duty.

**General Achievement in 1926**—During 1926 the police department arrested 5,254 men and 462 women charged with violating state laws, and 11,855 women and 1,241 men charged with violating city ordinances. The total number of arrests on both state and city charges in 1926 was 18,812. There were 630 more arrests made in 1926 than in 1925. The accompanying tables I and II show the specific charges upon which arrests were made. These tables also show the increase and decrease in 1926 over 1925 for each specific charge.

Table III shows the disposition of prisoners arrested by the police department in 1926 and compares the various classes of disposition with the 1924 and 1925 statistics. The percentage of the total number of cases disposed of by each method is also indicated for comparative purposes.

Of the 18,812 persons arrested, 16,539 were of the white race, 2,264 of the negro race, 4 of the yellow race and 5 of the red race.

Of particular interest is the following table showing the ages of the prisoners arrested and the comparisons with the 1924 figures.

	1925	Pct. of Total	1926	Pct. of Total
Under 18	3		4	
18-30 yrs.	7039	38.7	7523	40.0
30-40 yrs.	5227	28.8	5008	26.6
40-50 yrs.	3301	18.2	3220	17.1

50-60 yrs.	1614	8.9	1975	10.5
60-70 yrs.	720	3.9	857	4.6
70-80 yrs.	278	1.5	225	1.2
	18,182	100	18,812	100

Of the 18,812 persons arrested, 17,187 gave their nationality as American. The remainder were of various nationalities, as shown in the complete report on file in the office of the City Journal.

A record was kept of the number of miles traveled by the machines used in patrolling the city and in transporting prisoners. The total miles traveled were 181,478. Motorcycles traveled 149,436 miles during the year. Gas, oil, and maintenance for the machines and motorcycles cost \$29,882.59 per year, or about 9c per mile.

The police department spent \$835,489.78 in 1926 as against \$854,397.85 in 1925, a decrease of \$18,908.07. The difference between the 1926 and 1925 figures is accounted for by the fact that there was a 7½ per cent payroll increase to police employees in 1925 over what was received in 1926. The 1925 payroll increase was made to compensate for the "payless" layoff in 1924.

On a per capita basis, police protection in 1926 cost \$2.84 against \$2.97 for 1925.

### Uniformed Force

**Chief Officer**—Joseph Delehaunty, Inspector of Police.

**Personnel**—One inspector, 2 captains, 5 lieutenants, 16 sergeants, 235 patrolmen.

**Achievements in 1925:** The bulk of crime detention and crime prevention work naturally falls upon the uniformed force. Therefore, every opportunity should be afforded to properly equip and train the members of the force and to keep them in proper frame of mind for their work. In 1926 special effort was made in these respects.

Firstly, the men were required to keep their uniforms in good shape. Through constant repair and upkeep, the uniforms, which are made of the best available material, were kept in such good condition to

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1 inspector, 3 captains, 18 regular detectives, 16 detailed detectives and 2 motorcycle patrolmen.

**Achievements in 1926:** The detective bureau in 1926 made 8,021 investigations resulting in the arrest of 2,826 persons. Out of the 3,050 autos reported stolen, the bureau recovered 2,806. The aggregate value of the autos recovered was \$1,568,150.00. Other property recovered had a value of \$78,615.00. There were 37 homicides investigated by detectives in 1926 as against 32 for 1925. An account of the activities of each detective is included in the detailed report on file at the office of the City Journal.

**Recommendations by Inspector Haas:** 1. The detective bureau should be provided with 5 small autos and 1 large auto to aid in speeding up of detection work.

2. Ten additional men should be assigned to the bureau as regular detectives.

3. Two additional captains should be appointed, one for duty in the office and one for investigations covering large crimes and to inspect activities of other members of the bureau.

4. A fund of \$1,000 should be provided to pay expenses of detectives who are hurriedly sent out of the city to follow up clues. A considerable amount of red tape now exists in financing such trips.

**Traffic Bureau**

**Chief Officer—Inspector Thomas O'Reilly.**

**Personnel—**Twenty-four officers assigned to downtown traffic duty, twenty-eight to school traffic duty, 2 for parking duty, and 4 for clerical work in the traffic bureau.

**Achievements in 1925:** The number of accidents reported to the traffic bureau in 1926 was 9,974 as against 7,327 for 1925, an increase of 36 per cent. Of the 9,974 accidents, 1,876 resulted in injuries to 2,175 persons. The number of injury accidents shows an increase of 25 per cent over the number in 1925, when there were 1,497 accidents. There were 43 accidents resulting in the death of 43 persons. Fatal accidents show a decrease of 10 per cent under 1925, when there were 48 fatal accidents.

An analysis of the location of

Violating license law .....	22	6	—	16
Violating state tag law .....	87	88	+	1
Violating national prohibition act ....	336	740	+	404
Violating auto speed law .....	561	220	—	341
Violating peace warrant .....	3		—	3
Violating employment agency law ....	1	0	—	—
Violating immigration law .....	8	2	—	6
Violating state game law .....	2	2	—	—
Violating Crabbe act .....	95	6	—	89
Witness .....	169	91	—	78
Burglar tools in possession .....	11	1	—	10
Contributing to delinquency of minor..	44	50	+	6
Abandoning pregnant women .....	16	15	—	1
Violating food law .....		6	+	6
Miscellaneous .....	46	70	+	24
	5886	5716	—	170

Table II—Report of Arrests, 1926 and Comparison with 1925 City Cases

Charges	1925	1926	Increase Or Decrease Over 1925
Attachment .....	57	79	+ 22
Begging .....	49	62	+ 13
Contempt of court .....	3		+ 3
Damaging trees .....	1	2	+ 1
Disturbance .....	463	477	+ 14
Driving while intoxicated .....	385	6	— 379
Drunk and disorderly .....	3468	4139	+ 671
Failure to give name after accident...	29	6	— 23
Failure to report accident .....	8	7	— 1
Failure to stop after accident .....		38	+ 38
Gambling .....	295	103	— 192
Habitual offender .....	29	15	— 14
Indecent exposure of person .....	30	31	+ 1
Interfering with officer .....	48	16	— 32
Interfering and obstructing .....	14	4	— 10
Insulting females .....	54	41	— 13
Issuing check without funds .....		23	+ 23
Keeping disorderly house .....	5	2	— 3
Keeping house of ill fame .....	181	139	— 42
Visiting house of ill fame .....	497	531	+ 36
Liquor in possession .....	208	59	— 149
Loitering .....	117	138	+ 22
Lunacy warrant .....	10	18	+ 8
Nuisance .....	1	33	+ 32
Op. rooming house without license ...		22	+ 22
Peace Warrant .....	2	5	+ 3
Peddling without license .....	6	21	+ 15
Reckless driving .....	355	312	— 43
Renting rooms for immoral purposes..	1	5	+ 4
Resisting an officer .....	29	30	+ 1
Safe-keeping .....	539	665	+ 126
Soliciting .....	57	31	— 26
Suspicion .....	875	1168	+ 293
Suspicious person .....	517	320	— 197
Shooting in city limits .....	14	13	— 1
Safety stop .....	97		— 97
Threatening in menacing manner ....	17	20	+ 3
Throwing glass in street .....	2	1	— 1
Unlawful assembly .....	257	174	— 83
Vagrancy .....	176	147	— 29
Violating pawnbroker's license .....	4	1	— 3
Violating dog ordinance .....	3	2	— 1
Violating health ordinance .....	51	53	+ 2
Violating fire ordinance .....	1	3	+ 2
Violating license ordinance .....		37	+ 37
Violating light ordinance .....	436	56	— 380
Violating traffic ordinance .....	2566	3578	+ 1012
Violating muffler ordinance .....	22		— 22
Violating midnight closing ordinance..	1	2	+ 1
Violating fireworks ordinance .....	1	6	+ 5

the 9,974 accidents in 1926 shows that 6,095 occurred at street intersections, 3,826 between blocks and 53 at railroad crossings.

There were 6,415 accidents during daylight and 2,559 after dark. Most of the accidents occurred in residential districts, where 6,729 accidents occurred or against 2,559 accidents in the downtown district and 132 accidents on bridges.

The nine outstanding causes of accidents reported in 1926 were as follows: Violating right-of-way laws, 1,145; driving too close to other vehicles, 1,127; cutting in ahead of other vehicles, 903; driving too fast for conditions, 857; cutting short on left hand turns, 568; skidding, 562; failing to stop at main thoroughfares, 529; failing to give signal, 641; children darting in front of motor vehicles, 471. There were 429 accidents caused by machines, the drivers of which failed to stop after the accident.

In compiling an analysis of the weather conditions, it was found that 8,808 accidents occurred in clear weather, 272 in snowy weather, 809 in rainy weather, 52 during mists and 33 during fogs.

Of the 9,974 accidents, 7,432 were accidents involving two or more automobiles, 1,546 involving a pedestrian and an automobile, and the remainder were miscellaneous collisions.

According to reports of the traffic bureau, a greater number of accidents occurred on Saturday in 1926 than on any other day in the week. Sunday ranked second. There were 1,927 accidents on Saturday, 1,508 on Sunday, 1,345 on Monday, 1,247 on Tuesday, 1,287 on Wednesday, 1,272 on Thursday, and 1,388 on Friday.

The greater portion of accidents occur between the hours of 3 and 6 p. m., the peak hour being between 5 and 6 p. m. The same was found to be true in 1925.

Violations of the traffic code reported in 1926 totaled 42,198 as against 43,460 in 1925, a decrease of 1,262. The decrease is accounted for by failure of the police department to enforce rigidly the main thoroughfare stop provision of the traffic ordinance. Absence of stop signs at main thoroughfares made it impossible to properly

Visiting after midnight .....	5			5
Witness .....	250	413		+ 163
Miscellaneous .....	60	42		- 18
	12296	13096		+ 800

Table III.—Disposition of prisoners

	1924	Per Cent of Total	1925	Per Cent of Total	1926	Per Cent of Total
No. affidavits filed ....	157	1.02	243	1.33	272	1.45
Bail forfeited .....	187	1.21	171	.94	110	.58
Released without bail ..	1,443	9.36	1,483	8.15	1980	10.53
Off docket .....	1,196	7.76	1,359	7.46	1136	6.04
Discharged .....	497	3.22	483	2.65	742	3.94
To Grand Jury .....	837	5.43	1,237	6.79	1182	6.28
Fined .....	4,533	29.41	4,728	25.95	6756	35.92
Fined and Workhouse ..	3,508	22.75	3,565	19.57	1050	5.58
To Juvenile Court ....	53	.34	78	.43	38	.20
Fugitives and others delivered .....	341	2.21	423	2.32	578	3.07
Pending .....	1,440	9.34	3,008	16.51	4263	22.66
Suspended .....	730	4.74	952	5.23	470	2.50
U. S. government ....	474	3.08	402	2.21	131	.70
Court of Domestic Relations .....	21	.13	87	.48	66	.35
					38	.20
	15,417	100.00	18,221	100.00	18812	100.00

ly enforce this provision. Early in the spring of 1927 all main thoroughfare stops will be adequately marked so that the "main thoroughfare stop" provision can be stringently enforced.

The violations consisted of committing the following offenses: speeding, 332; reckless driving, 133; driving while intoxicated, 164; parking with no lights, 10,880; parking overtime, 10,213; parking in safety zones, 3,963; failure to stop at main thoroughfares, 1,489; miscellaneous, 15,024.

The 42,198 cases of traffic violations were disposed of as follows: released with warning, 22,029; sent to court for trial, 1,895; fined by police court, 901; received jail sentences, 120; released by police department, 4,577; fined by traffic bureau, 13,444.

The total fines collected by the traffic bureau in 1926 was \$16,248, which is an increase of \$696 over 1925.

Automatic traffic signal lights were placed in operation in 1926 at 33 street intersections. These lights have already proven their usefulness.

The officers of the traffic bureau have at all times during the year practiced courtesy. The results obtained show that courtesy can do more in aiding motorists and pedestrians in the safe movement

of traffic than any other factor.

A group of charts graphically recording traffic accidents was prepared by the bureau in 1926. The charts are included in the complete report on file at the office of the City Journal.

Recommendations of Inspector

O'Reilly—1. A detail of twelve men should be provided for checking parking violations in the downtown district.

2. Lessen the double parking evil by decreasing the parking time limit in the downtown district, thereby increasing the number of moves made away from the curb.

3. Increase the number of motorcycle patrolmen to 35 to provide constant surveillance for automobile traffic in all parts of the city.

4. Appropriate \$60,000 for automatic traffic lights to complete installation in downtown district.

5. To aid in decreasing traffic hazards the following suggestions are made: widen Collingwood Avenue from Dorr to Cherry and either place the car tracks now along Collingwood in the center of the street or remove them altogether; repave Franklin Avenue; remove car tracks from Orange Street and repave the street; resurface Lafayette from St. Clair to Summit Streets; widen and repave Erie Street from Emerald Avenue

to Bay View Park. Consideration should also be given to the removal of car tracks from Summit Street and placing them on Erie Street.

6. Establish a traffic court to hear both court and criminal cases involving traffic laws.

**Woman's Bureau**

**Chief Officer**—Grace R. Jamison, Director of the Woman's Bureau.

**Personnel**—One director, 3 policewomen, 3 desk women, 4 matrons, 2 janitresses, 1 stenographer.

**Achievements in 1926:** The woman's bureau in 1926 investigated 166 cases of missing persons, 44 of whom were located by the bureau; issued 455 dance hall permits; licensed 54 dance halls; supervised 2,503 dances; supervised the detention of 1,711 women in the city jail; arrested 135 offenders; interviewed 1,395 individuals.

Following are the chief charges filed in 1926 against women with a comparison with the 1925 figures:

Charges	1925	1926
Possession of liquor	231	166
Visiting house of ill fame	225	255
Keeping house of ill fame	167	128
Drunk and disorderly	161	120
Complaining witness	132	146
Safekeeping	105	68
Creating disturbance	110	98
Petit larceny	85	96
Suspicion	13	121

The officers of the bureau have carefully recorded all cases submitted to them and have aided in final disposition of all cases. Many hours have been spent in interviewing not only those charged with crime, but their relatives and friends to see if some of the cases could be settled more satisfactorily than by court fine or sentence. The personnel of the bureau attempt to handle each case on its own merits, with no thought of running roughshod over girls and women who have unfortunately come under the surveillance of the police department. Not only is crime detection a duty of the women's bureau, but investigation and advice to the courts in disposition of cases are likewise important and progressive functions.

**Recommendations of Director Jamison:** 1. The employment of an extra matron paid on a per diem basis, to be used in cases of emergency.

2. Passage of legislation em-

powering the Women's Bureau to appoint dance hall supervisors to be paid by those conducting the dance.

3. Addition of two more police-women to handle complaints and investigations.

4. Purchase of an automobile for use by members of the Women's Bureau in their police work.

**Vice Squad**

**Chief Officer**—Captain D. T. Wolfe.

**Personnel**—One captain and 6 patrolmen.

**Achievements in 1926:** The vice squad made 1,006 arrests in 1926 as against 241 for 1925. Following is a table showing the chief causes made in 1925 and 1926:

Charges	1925	1926
Keeping house of ill fame	175	142
Visiting house of ill fame	490	549
Soliciting	62	33
Loitering	31	15
Suspicion	105	62
Gambling	47	55
Disorderly assembly	128	55
Liquor in possession	12	4

The vice squad arrested on various charges and turned over to the Juvenile Court 12 juveniles. The squad recovered 5 stolen automobiles valued at \$7,300.

**Prohibition Squad**

**Chief Officer**—Patrolman R. Murphy.

**Personnel**—Five patrolmen.

**Achievements in 1926:** The prohibition squad arrested during the year, 1,315 persons charged with violating national, state and municipal prohibition laws. The arrests in 1925 totaled 1,637. Of the 1,315 cases, 1,206 were classified as city cases and 95 as state. The squad searched 2,524 places, took 25 stills, confiscated 25 automobiles, seized 2,676 gallons of whiskey, 14,353 gallons of beer and 5,488 gallons of mash. Tho the number of prohibition arrests for 1926 was 322 less than for 1925, liquor fines and costs for the year totaled approximately \$60,000 more than for 1925. Fines and costs assessed in 1926 amounted to \$195,230 as against \$135,190 for 1925.

**Division of Motors**

**Chief Officer**—Sergeant L. Matthews.

**Personnel**—One sergeant and 5 patrolmen detailed to do garage work.

**Achievements in 1925:** The cost of motor maintenance, including fuel for police machines, amounted to \$29,882.59 as against \$25,395.46 in 1925. The number of motor vehicles maintained by the department included 5 patrols, 52 touring cars and roadsters, 34 motorcycles, 1 boat and 11 vehicles privately owned but used in police service. The division of motors keeps a detailed record of the maintenance cost for each car and motorcycle, and also records the number of miles traveled by each police vehicle. These statistics may be found in the detailed police report.

All repairs on police vehicles, except tire repairs, are now made at the municipal garage, which bills the police department for this service. Gas and oil are supplied at the central police station.

**Bureau of Identification and Records**

**Chief Officer**—John H. Louy, Superintendent.

**Personnel**—Six members of the police force are assigned to this bureau.

**Achievements in 1926**—In 1926, 1,239 new subjects and 67 special subjects were registered in the bureau of identification and records through the taking of photographs and finger prints. Copies of all new photographs and finger prints were sent to the national, Ohio and Michigan bureaus of criminal identification. Many hundreds of photographs and finger print reproductions were furnished to the sheriff of Lucas County, to police departments in other cities and to federal authorities. A total of 1,465 letters with photographs and finger prints attached were received from other departments and institutions. All of these were investigated, answered, indexed and filed.

On May 1, 1926, the Bertillon system of measuring, which was rapidly becoming obsolete, was discontinued by the bureau. Discontinuance of this system necessitated a re-filing of 65,000 Bertillon cards. This re-filing is about one-third completed.

**Miscellaneous Divisions**

**Property Room:** During 1926, 312 slot machines and 964 punch boards were received in the property room; 66 of the slot machines

were returned because they were legal vending machines.

**Chief Operator Police Alarm System:** A total of 3,242 delinquencies on the part of patrolmen failing to send police alarm box reports were checked by this division in 1926. Of these delinquencies 932 were not explained and consequently were reported to the chief.

**License Bureau:** In 1926 this bureau issued 3,540 licenses, 780 more than in the previous year. During the year 9 soft drink, pool-room and chauffeur's licenses were revoked. License fees are collected by the license division of the finance department.

The police department reported 2,385 street lights as being inoperative, as against 1,072 in 1925. In various business houses, doors numbering 1,174 and windows numbering 191 were found opened during the year. Meals served to prisoners in the city jail totaled 65,160. The price per meal charged at the new kitchen in the Safety Building is 40c.

**MORE ON EMPLOYMENT AGENCY**

(Continued from page 69) including \$1,500.00 for rent, was appropriated.

From an analysis of the amounts appropriated in each city, it seems that the council appropriates what it feels the city should bear in financing the service supplied by the employment agency. In Toledo council has always thought that the local agency was worthy of support.

**Operating Reports**

In 1926 there were 39,332 applications for work received at the local labor exchange. Of this number 7,461 were received from women. The number of requests for help to be furnished through the agency in 1926 totaled 20,795. The number of applicants placed through the bureau was 18,029 or 45.8% of the number who applied for work.

Among the eight largest cities of the state, Toledo ranked fifth in the percent of applicants who were given work through the bureau. Table I shows the statistics for these eight cities.

Of course, the percentage of applicants who receive employment

through the bureaus has no direct bearing upon the efficiency of the various bureaus. If anything, the percentages are indices to employment conditions in the various cities. For example, the fact that only 45.8% of applicants were placed by the Toledo bureau in 1926 may indicate that in comparison with other cities in Ohio local employment conditions last year were not the best.

**Greater Usefulness**

Notwithstanding the fact that the low percent of applicants placed is not indicative of the service afforded by the local bureau, it is safe to say that not enough employers take advantage of the local state-city employment bureau. Many have come to look upon the agency as a clearing house for only the lowest class of laborers. But Mr. Edwin C. Thrift, superintendent of the local bureau, states that while applications for manual jobs predominate, there are many applications made by skilled mechanics, clerks, and by those who desire other form of so-called "white collar" employment.

With the state and the city co-operating to provide a free agency of employment it seems that all the employers in the city, as well as the unemployed, should make full use of the agency.

The present quarters of the State-City Free Employment Agency are at 235 Ontario Street, opposite the Public Library.

**Table I**  
**1926 Statistics on Free Employment Agencies in Ohio Cities**

	Number of Applicants	Applicants Reported Placed	Per Cent Placed
Warren	18,050	9,423	52.2
Columbus	63,472	32,697	51.5
Dayton	48,231	24,556	50.9
Cleveland	157,962	75,519	47.8
Toledo	39,332	18,029	45.8
Cincinnati	38,071	17,065	44.8
Youngstown	33,996	13,051	38.4
Akron	73,698	24,040	32.6

The city of Columbus has issued \$1,100,000.00 for the construction of a city hall.

John N. Edy, City Manager of Berkeley, Calif., has an article in the December 1926 number of Public Management Magazine on the preparation of college students who are planning a career in public service.

**COUNCIL COMMITTEE PUTS O. K. ON MOVE FOR CITY MANAGER**

At a meeting of the Committee of the whole of the city council on February 2, a recommendation was made to the city council by the committee that the question of drawing up a new city charter be submitted to the electorate at the next November election.

If council concurs in the recommendation not only will the people vote in November upon whether or not a new charter should be drafted, but they will also name a charter commission of fifteen members to formulate the new charter.

Another recommendation of the committee of the whole was to place after the name of each candidate for member of the charter commission one or the other of the following phrases: "For the City Manager Plan," or "Against the City Manager Plan." It was stated that this arrangement would enable the voter to make an expression as to whether or not he wanted the city manager plan to be considered by the charter commission.

The move for the city manager plan is backed by an independent city manager association. This association was formed as the result of a recommendation made by a Chamber of Commerce committee which gave considerable thought to the city manager plan.

**MUNN SUCCEEDS ROSS**

John O. Munn has been appointed by Mayor Fred J. Mery to succeed Walter L. Ross on the Commission of Publicity and Efficiency.

Mr. Ross resigned when he moved to Cleveland to assume the presidency of the Nickel Plate Railroad.

Mr. Munn is engaged in the advertising business. He has taken an active interest in civic affairs, especially through the Exchange Club, of which he is a former president.

What is said to be the largest water-works centrifugal pumping unit in the world has been installed in Omaha, Neb. It consists of two Worthington volute pumps, with a capacity of 50,000,000 gallons per day against a 280-foot head.