

F I N A L   R E P O R T

PLANNING AND RESEARCH BUREAU

FARGO POLICE DEPARTMENT

FARGO, NORTH DAKOTA

G R A N T   N O .   3 9 1

OFFICE OF LAW ENFORCEMENT ASSISTANCE

U. S. DEPARTMENT OF JUSTICE

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December 12, 1969

Mr. Clarence Hill, Regional Director  
Room 6519 - Federal Building  
1961 Stout Street  
Denver, Colorado 80202

Dear Sir:

The City of Fargo is extremely fortunate in that it has been able to secure two grants for a Planning and Research Department of the Fargo Police Department.

Grant #231, in the amount of \$14,963.00, was awarded for a period, running from September 1, 1967 through August 31, 1968. Grant #391, in the amount of \$10,000.00, was awarded the City of Fargo, running from October 1, 1968 through September 31, 1969.

Prior to being awarded these two grants, the City of Fargo Police Department had no Planning and Research Department whatsoever. Under Grant #231, the Planning and Research Department was established, under the directorship of Arnold Rooks. This department has proven to be an invaluable help to the Police Chief. The role of the Chief of Police in any city has changed considerably from that of the past. The many changes taking place in society today have made new demands on him and his time.

In past years, a Chief of Police would remain near the department and at his desk and handle problems as they came up in this manner. The demands on his time externally were very limited. This is not true today. A Chief of Police, today, must be involved in all forms of activity within a community and, not only within a community, but also within the state.

There are many programs being offered to enable cities to combat crime more effectively, and unless the Chief of Police takes an active part in developing these programs in his state, his city will be left in the dust. The job, therefore, of planning is an integral part of any police department. A Chief who endeavors to handle this function, in addition to the other responsibilities, will find himself unable to do justice to either one. The role of planning in a police department is very important. The accomplishments of the Planning and Research Department, since the date of establishment, are many and varied. It serves as a right arm of the Chief of Police in that, as problems develop, the Chief refers them to Planning and Research for study and development. Suggestions are made, discussed, resubmitted, rediscussed, and plans formulated.

The time that this saves the Chief of Police is vital to the success of the department. Topics assigned to Planning and Research involve practically every phase of police activity: human relations, traffic control, records keeping, communications, investigative procedure, personnel problems. Many of these problems are fairly easily solved by simply applying standard procedures of study to them. Other problems, however, are more complex and involve more time in researching the necessary data.

Attached to this report, you will find a file, listing the major items studied by Planning and Research in the past year and in the most recent year, with a brief report or synopsis showing the progress made on some of the projects and those successfully completed. An original study made for overall improvement of the department has been implemented to some degree since date of completion. It was agreed at the time the report was accepted that the changes recommended would be phased in gradually within the department, rather than being done as a complete and sudden change-over. Time has proven this to have been a wise choice.

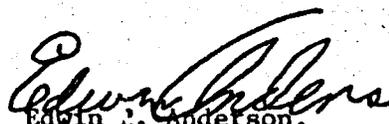
Police departments, as such, are normally resistant to change. Changes done gradually are much more acceptable than those done under a so-called crash program.

I personally feel that the establishment of the Planning and Research unit within this department has been successful. We will, of course, have to make provisions in our next budget for its continuance. Hopefully, the City Commission will go along with us in this respect. The benefits, sometimes, from a Planning and Research Department are intangible. They must be proven, however, before funds will be allocated for its continuance.

I do submit, however, that planning and research is vital to a department's success and should be continued, if at all possible. We express our appreciation to the Department of Justice for their cooperation and assistance during the two years this program has been in operation.

If there are any questions or any information which we can provide, or assistance we can give at any time, please call on us.

Respectfully submitted,

  
Edwin A. Anderson,  
Chief of Police

ERA/mo

D E P A R T M E N T A L E V A L U A T I O N

Under Grant #231, issued to the Police Department, Fargo, North Dakota, by the Office of Law Enforcement Assistance, covering the period from September 1, 1967 through August 31, 1968, we obtained the services of Wayne Hanewicz from the Michigan State University to do a complete evaluation of our department. He studied our department and submitted his report with eight recommended changes. As reported in the final report of Grant #231, we rearranged his recommendations under a gradual phasing, instead of a "crash program".

As of the date of this report, we have installed recommendations #4, establishing a Central Records Bureau; recommendation #5, establishing a code-a-phone system and a new system of reports; recommendation #6, radio room changes; recommendation #3, Police Community Relations Bureau.

In establishing the Central Records Bureau, most of the records have been purged and "trash" thrown out. The "foldering" of the arrest cards is the next step and this will be started around the first of November. (We have had a girl on the sick list for over six weeks and this has caused a hardship on the other girl, who was left alone). We have not brought the traffic records into the Bureau yet and this may be an answer as far as "help" is concerned. This would bring two more clerk typists in and we may be able to start up the code-a-phone again.

We started using the code-a-phone operation on May 6, 1969, along with a new type of report sheets. This operation ran until October 1, 1969, when funds were exhausted for payment of personnel. This operation was just getting going good when we had to shut it down. The men who were using it all the time liked it. The Detective Bureau personnel used it all the time. The Traffic Bureau personnel (accident investigation men) were using it. The reports were more detailed, more read-

able and just better in all ways. The original copy of the report never left the Records Bureau, so there were no lost reports or reports coming in late or floating around between bureaus. Now that the code-a-phone is out, we are practically back to the same type of reports - misspelled words, not as complete, important names and addresses missing, etc.

Possibly the moving of traffic records to central records would be an improvement in several ways. First of all, it would provide additional clerical help for the records bureau. This is in line with the recommendations made by Hanewicz, that all records should be in one place, but that traffic and criminal should be separated, but located in the same room. While the code-a-phone is not in operation at the present time, it should be in operation the first of January, as the Fargo Police Department was able to secure a grant, enabling this program to be given a better test.



## C O M M U N I C A T I O N S

The City of Fargo was allocated a grant in the amount of \$24,000.00, under the Law Enforcement Assistance Act for the purpose of modernizing our radio communications system. The City of Fargo agreed to contribute an additional \$16,000.00 for the same purpose. The new radio system will be on the 450 mc. band and will be the most modern and up-to-date law enforcement communication system in the state. At the same time, based on research studies, the City of Fargo has contracted with the Northwestern Bell Telephone Company for the installation of a new telephone communication switchboard. These two projects together mean a complete remodeling of our radio communications system. An architect has been selected to coordinate the various agencies involved.

The Planning and Research Bureau furnished information which played a vital part in securing this federal assistance for the radio portion. (This was in the communications tabulation project assigned the Bureau). Together with Lt. Evans, the communications officer, a complete inventory was submitted of all equipment on hand together with information concerning all communications, either monitored or controlled, in our communications center.

As of the date of this report, the new switchboard has been installed and is in operation. With the new "board", inter-office calls do not go through the operator and saves a lot of time. Time will tell if only one switchboard will be sufficient in case of a real emergency.

At present, several new cars are on order and as soon as they are received, the new radio equipment will be installed in them. At the time this is done, then the base station will, of course, also be put into operation. The communication improvement program, not only includes the new communications, as such, but also involves a complete remodeling

of the communications room. Already, various telephone lines and equipment formerly located on the walls are being removed. The burglar alarm systems are being consolidated into one area, and in one type of equipment. Prior to this, we had four companies with four different types of equipment located in different areas of the communications center.

It is planned to beautify the room by installing better lighting in the ceilings and also panelling of the walls, with perhaps even carpeting on the floors. The new consoles have not arrived as of yet, but as soon as they are in, they will be installed according to the schedule outlined above.

The only two items not yet ordered are the status board and the tape recording equipment, for recording of the radio messages. We are holding off ordering of these until the major portion of this construction work is done, so that we can more accurately determine what funds are available to complete the program.

PEACE OFFICERS HANDBOOK

On July 10, 1969, the Planning and Research Bureau started a project to up-date our handbook. The North Dakota Peace Officers Association (N.D.P.O.A.), financed the printing and distribution of a small pocket handbook back in the late 1940s. Since that time, many of the books have been lost or destroyed and, therefore, not too many officers have one now. I first updated this handbook and submitted a preliminary report to the Chief. He checked it over and thought we should have more information in the book.

I then checked through the grants that had been issued to cities and states to publish handbooks for peace officers. I sent to O.L.E.A. for copies and received three. It seemed the book issued to the Kansas Peace Officers suited our purpose the best. I then took the Kansas book and our book and combined them into one suggested book and submitted this to the Chief of Police.

In the meantime, the State of North Dakota had applied for and received a grant to publish a peace officers handbook. A copy of our suggested book was submitted to Chief Knutson of the police department in Grand Forks, North Dakota, who is the chairman of the committee to work on the publication.

As of this report, there have been other committees delegated to form up the whole publication committee for the book. I hope to see the book in publication by the end of the year.

A considerable amount of information has been accumulated, which will be incorporated into the handbook. It is obvious, at this time, that the handbook will be a very comprehensive document, covering many activities and responsibilities in law enforcement that have not been included in previous publications.

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L A W   E N F O R C E M E N T   C E N T E R

In October of 1967, we started gathering information relative to a new police building. As time went on, the next six months, letters were sent out to different departments and organizations asking for information on new buildings. Copies of different Senate Bills were obtained relative to police facilities and "help" we could ask for from our Government.

Facts and figures were compiled on the space we are now occupying in City Hall, the physical layout and the faults and problems of being here. Contact was made with an architect (former Police Commissioner) and he gave us some very interesting and factual figures. All this was compiled in a brochure.

The Safety Committee for Fire and Police of the Chamber of Commerce called a meeting with us and we presented our side of the problem. We gave them a tour of our facilities and then gave the pitch of a new building. They now support us. Other meetings were held in the fall and winter of 1968 and spring of 1969.

During this time, a state-wide committee was formed, as there are several cities in the state with police facility problems. It was agreed we should try for city-county law enforcement centers as a economical move. Fargo and other cities applied for and received moneys for a planning grant to study this problem and collect data on a combined law enforcement center. This committee first thought one architect for the whole state would be best, but evidently, the committee could not agree on one, so each is going their own way on the project.

A meeting was held with the Cass County Commissioners, who finally agreed to work with the Police Department on this project. It was agreed it would be best to have the police and sheriffs operation in one building for many reasons.

On September 25, 1969, another meeting was held with the Police and Fire Committee for the Chamber of Commerce and Chief Anderson reported. He stated that under the Omnibus Crime Bill, which administered under the State Law Enforcement Council, funds have been made available to conduct feasibility studies. In addition, state law allows political subdivisions to levy up to two mills for construction of law enforcement centers. A local committee, consisting of county and city officials (one county commissioner, the county sheriff, one city commissioner and the chief of police), has been established and additional members at large will be appointed by these four men. The planning funds (\$2000.00) have arrived. It is hoped that the committee will be formed and that the study will commence in the very near future. Chief Anderson stated it is essential that there be a close liason between the Chamber Law Enforcement Committee and the City-County Committee.

P O L I C E   C O M M U N I T Y   R E L A T I O N S

In the past years, police community relations has not been officially assigned to any one person. The job of speeches, talks, meetings and the like, have been taken by several men in the department. If an organization wanted a speech on traffic, a traffic officer was assigned. If they wanted a speech on investigations, a detective was assigned. In the past four years, this has fallen mainly on Lt. McCormick, who is our training officer and on Officer Robert Olson, the school safety officer.

In August of 1969, Lt. Gillund was officially assigned as the Police Community Relations Officer. His job is now to contact business places, managers and owners on a public relations basis. A new booklet is being printed that he will use in this work. He checks the business place for locks, lights and generally makes suggestions on crime prevention techniques which can be taken by the owner. We can only suggest a better lock, more night lights, a better safe, how to handle checks, etc., as we have no ordinance compelling these changes.

As of this date, the experience Lt. Gillund has encountered with the businessmen has been tremendous. We wish to maintain a good working relationship with the business community of this city and it appears that this was an excellent way to start. Response of the business community is excellent. They appreciate our interest in their problems and we certainly wish them to know that we are interested in their problems. Hopefully, we also discuss with them our problems so they have a better understanding of the needs of the local police department. It appears from reports of Lt. Gillund that the response indicates we will have more support at budget time, for our requests for funds to provide the city of Fargo with the protection we feel is needed.

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## N A R C O T I C S   A N D   I N T E L L I G E N C E

In the past three years, the traffic in narcotics has increased to such an extent that the Chief sent three men to the special narcotics school in Washington, D. C. and, upon their return, the Chief assigned two to the above new bureau. One of the men sent to the school was the Detective Bureau Captain and he is in over-all charge, under the Chief. The other men are assigned to narcotics investigations. We have had thirty-six (36) arrests for narcotic violations in these past three years. To a rural town of our size, we think this is a large number.

The Bureau works quite closely with other narcotics investigators in the area (Eastern North Dakota and Eastern Minnesota) and naturally, with the Federal Narcotics investigators.

We have also developed a good working relationship with all major cities in the state of North Dakota. A special intelligence group meets regularly to share and pool information on the narcotics problem throughout our state. This has been a great help to us in being able to better understand and combat the problem. As a result of our activities, a special citizens committee is in the process of being organized, which promises actual financial support in fighting the drug traffic.

These men work closely with the high school and college instructors who can be an asset in passing on the problems that can develop by using narcotics.

R I O T   A N D   D I S A S T E R   C O N T R O L

In the latter part of 1967, Chief Anderson assigned the Planning and Research Bureau to make a study on the feasibility of inaugurating new ordinances regarding riots and disasters. He asked that we check on the possibility of installing an ordinance on incendiary devices and also who and how can certain places of business be made to close under these circumstances.

Ideas were brought up, other ordinances checked, (after having sent to other cities), and in April of 1968, the final ordinances were submitted to the Chief of Police. One was on incendiary devices (Molotov Cocktails and the like), and the other the declaring of an emergency. The incendiary devices ordinance was short and to the point, while the emergency ordinance was longer and more in detail. This spelled out the responsibilities and to whom these responsibilities were delegated to; who can declare an emergency, when it can be declared; and the steps to take and what places of business were to close are all in the emergency ordinance. Naturally, a penalty is attached to both ordinances.

No action was taken on adoption of these ordinances for approximately six months. At that time, however, they were again brought before the City Commission and voted on. They were voted on and passed. They now are in effect and give the police department ample authority to act in the event of emergencies.

A call back procedure was also studied and submitted to the Chief of Police. This was rather long and too much in detail, so it was cut down into three "phases".

"Phase I", a tactical alert, was first broken down into three types of "alerts". The "Blue Alert" is a minor unusual occurrence that can be handled by the on-duty shift. The "White Alert", a serious, unusual occurrence of such proportion wherein off-duty personnel are called back to duty. The "Red Alert", a major disorder or disaster threatening the safety of the city and necessitates the restructure of the department.

Phase II is an emergency situation involving all personnel of the Fargo Police Department, including area law enforcement agencies.

Phase III is an emergency situation involving all Phase I and Phase II personnel and Mutual Aid Agencies.

ASSIGNED PROJECTS TO PLANNING AND RESEARCH

Following is a condensed report of the projects assigned to the Planning and Research Bureau since 1967. It will be first noted that some of the projects were of a short period and finished in a short amount of time. Others were, or had to be, more in detail and took more time to research and study. Also, some are of a continuing nature as will be noted.

Project #1 Promotional Procedures:	Reports were submitted on length of service - time in rank, etc.
Project #2 Pension Study:	Submitted reports and findings. More could be done on this project to get the age down.
Project #3 Communication Tabulation:	Still keeping an account for annual report.
Project #4 Man Power Study	Continuing to work to get more men.
Project #5 Disaster Preparedness:	Working on call back for police personnel. Other part of plan is okay.
Project #6 Sources of Revenue	Will try to submit new bill for Legislature in 1970. Last one was killed due to too much rebate.
Project #7 Inspection and Control:	Submitted proposal for Sergeants and Lieutenants for inspection of men and equipment. All were in departmental manual, but not spelled out in detail.
Project #8 Radio Communications:	Finished - Worked with Lt. Evans on this.
Project #9 New Police Building:	Working on this.
Project #10 Annual Report	Yearly.
Project #11 Reporting to Work:	Checked time cards for a couple months and submitted report to Chief.
Project #12 Trainee Program:	Training Officer has taken over here.
Project #13 Bicycle Thefts:	Officer Olson has this project. Seems to be working out alright. Schools and kids are being contacted. More bikes (stolen and recovered) are being returned to the owners.
Project #14 Community Relations:	Form made up for men to fill out when making a speech anywhere.

Project #15  
Efficiency Reports:

Submitted proposal on what I thought was a more useful report.

Project #16  
Platoon System:

Researched and dropped - report submitted.

Project #17  
Departmental Structure:

"Hanewicz Report". Through four of his recommendations.

Project #18  
Manpower Allocation:

Working for more men all the time.

Project #19  
Law Enforcement Projection  
for the Future:

Rather a wild one. All the money, men, etc., we want. What would we take.

Project #20  
State Study of N.D.P.O.A.:

One shot deal for members in the five classes - Report submitted.

Project #21  
Radio Room:

Asked to check radio room for new layout. Later turned over to architect. Done.

Project #22  
Salary Survey:

50,000-100,000 population. Report submitted for raise.

Project #23  
Flood - 1969:

Finished assignment.

Project #24  
Model Cities:

Attended a couple of meetings. Didn't know what I was there for.

Project #25  
Moonlighting:

One shot - done.

Project #26  
General Orders:

Patrol manual - Supervisor's manual. Working on this.

Project #27  
Job Classifications:

Submitted on I. D. Technician, Training Officer, Juvenile Officer, Planning and Research Director, and Detective Lieutenant.

Project #28  
Education Survey:

Surveyed departmental personnel. Education level has raised in past five years.

Project #29  
North Dakota Police Departments  
Personnel Census:

Never got off the ground.

Project #30  
Code-A-Phone

Researched and submitted reports.

Project #31  
Peace Officers Handbook:

Researched and submitted material. All up to Chief Knutson in Grand Forks, N. Dak.

Project #32  
Riot Information:

Obtained information on equipment and submitted two ordinances that were passed.

Project #33  
Law Enforcement Committee:

Chamber of Commerce Committee. Meet on new building. Coming along good. We have them on our side.

Project #34  
Sick Leave:

Keeping a running account.

Project #35  
Seniority Study:

Started study, but was dropped. May come up again if men and Chief can get together on ground rules.

Project #36  
Photography Laboratory:

Study made, but it is out as long as we are in this building.

Project #37  
Dirty Book Stores:

Wrote and obtained a good ordinance, that could be revamped very little and submitted for Fargo.

Project #38  
City Electrician:

Did a lot of researching on costs and materials on this and submitted. May go in yet, but has to go through Personnel and the City Commission.

Project #39  
Central Records:

On Hanewicz report. Got new forms and changed a little on the system, as long as we had the code-a-phone in. Card file (alpha) have changed for the best - may bring in Traffic but will not combine.

Project #40  
Police Officer and Civilian:

Comparison in cities 50,000-100,000 on civilians and sworn officers in departments. Still on this one.

Project #41  
Crime Prevention Survey:

Submitted proposed new form for booklet.

Project #42  
Pursuit Driving:

Submitted report and national survey questionnaire. Propose to send out after January 1, 1970.

## S H O R T S

### 1. SOURCES OF REVENUE

This project was assigned the Planning and Research Bureau during the first year of operation. We were to determine if there were other sources we could acquire revenue, both to the City of Fargo as a whole and/or to the police department. As reported in a quarterly report to O.L.E.A., we had submitted a bill to the State Legislature for a rebate from insurance premiums. When this bill was brought before the Legislature, it was killed, due to the fact that it did involve a larger amount of money than had been anticipated and secondly, this money would have come from the general fund. This bill will be introduced again at the next session of the Legislature, with perhaps, a reduction in the amount requested and a new method of source of funds, rather than taking it out of the general fund.

### 2. PENSION STUDY

Several meetings were held with the members of the Police Pension System, members of the Pension Board, Association Attorney and the City Attorney, to correct our pension ordinances, and to secure enabling legislation under state statutes. We were successful in our efforts and obtained a sizable increase in pension benefits. Naturally, we will continue to try to make the pension payments larger and to be able to receive them at a younger age.

### 3. INSPECTION AND CONTROL

Two suggested General Orders were submitted to the Chief of Police regarding inspections. One covers the duties of the Sergeant in the inspection of equipment and vehicles and the other was for the Duty Officers in the inspection of the personnel. The Sergeant's duty is to inspect the vehicles for damage, etc., to the vehicle itself and also the extra equipment assigned to the vehicle. The Duty Officer will inspect personnel for uniform infractions, personal equipment and assignments.

### 4. MANPOWER ALLOTMENTS

The Planning and Research Bureau submitted a report showing manpower allotments to the police department from 1959 to date. The chart clearly showed and proved that while the city grew considerably, manpower on the department had not kept pace. Additional information was also tabulated dealing with crime rates, number of personnel, area assigned, etc., of other cities in our general population and area, for comparison purposes with this community. This chart clearly showed that Fargo had actually reduced in crime rate, although no additional personnel was allocated. We are well below the national recommended police - population ratio.

5. PHOTOGRAPHY - CRIME LABORATORY

Progress reports on the above subject have been included in the quarterly reports and at this time, we will not have a laboratory of any kind in this building. If, and when, we get another building or more space in the present building, we will have the lab, but either we will have to move or the City Health Department will move to acquire this needed space.

6. SCHOOL SAFETY PROGRAM

The problem of bicycle thefts seems to be about the same as it was last year. We did not expect a great drop in thefts in just one year, after signing one man to this problem. However, the recovery and return to the owner has increased considerably. The problem before was that no one wanted to do anything about bikes. The pickup, tagging, storing and return of bikes is all done by Officer Olson and the Humane Officer.

Officer Olson also has school safety and is very busy contacting schools, appearing in classes of students up to the 8th grade on the subject of safety to and from school, either walking or riding. His reception by the principals, teachers and students has been excellent.

We feel this is a very worthwhile program and will continue to be close to the top of department policies, programs and priorities.

## 7. TRAINING PROGRAM

Since 1967, the training program of the Fargo Police Department has been on a steady increase. All new officers now have to attend an 80-hour basic school before they are assigned to a regular shift. This class is mainly on the basic things an officer will run into on a regular day. Instructions are given on first aid, firearms, a little on city, state and federal laws, laws of arrest, search and seizure, and other basic subjects.

This classroom training also gives us a good idea if the men really want to get into law enforcement. We had a couple of men quit before the two week instruction period was completed.

Following this 80-hour basic course under Lt. McCormick, each officer, by state statute, attends a 160-hour school. This is under the direction of the Attorney General's Office. Every new law enforcement officer has to attend within one year after starting his job.

After the classroom training, they are assigned a shift and further assigned to an older man for a couple of weeks for instructions. We try to be careful about who the new man is assigned to on a shift, as some of the "older" men are not exactly good instructors.

We still have sight and sound each week and weekly training bulletins.

## 8. OFFICER EDUCATION - EDUCATION SURVEY

An educational survey was taken of all members and determined our 'level' had increased over five years ago. We now have a level of an even 12. This is a .7 increase from 1964. The big help in this area is the last five men hired have had one to three plus years of college

education.

The Minot State College has obtained a grant for classes on law enforcement. At the present time, we have an instructor that comes to Fargo each week to conduct a class. We have 22 personnel entered in the course on the Administration of Justice. Also, men have attended and received credits for other courses held at North Dakota State University here in Fargo.

All these add to the education level of our department and also helps the officers in their daily work of law enforcement.