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C. G. Regan

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REORGANIZATION OF THE CHICAGO POLICE DEPARTMENT TRAFFIC BUREAU

C. G. Regan

One of the most important developments in the last year in the law enforcement field is the reorganization of the Traffic Bureau of the Chicago Police Department. This program is not only important because it represents a thorough reorganization of one of the nation's largest traffic control and enforcement programs, but also because it is being carried out by the combined efforts of both the specialists within the department and experts of the staff of Northwestern University Traffic Institute. In order that the Journal readers might have a first hand account of the details of this work we have asked Captain C. G. Regan, Chief of Traffic, Chicago Police Department, to prepare an article on the subject.—EDITOR.

Chicago is attacking its growing traffic accident problem. After having won the grand award for traffic safety in the large city group in 1942 and tying Cleveland for the same award in 1943, Chicago dropped to last place in 1946 with a total of 487 traffic fatalities. In 1947 Chicago finished next to last, placing 13th among the 14 cities having 500,000 population or more. The death toll was 508 with 22,001 persons injured. Vehicle registrations continued to rise, and Chicago seemed destined to finish this year with an even more staggering figure than ever before. It was obvious that something had to be done—and something is being done! A study has been made and a plan of attack adopted.

The plan involves a coordinated effort on the part of all related agencies. Legislation is being studied in an effort to bring greater uniformity; the tempo is being increased in public education through the medium of radio, newspapers, television, schools, civic groups, etc. The Traffic Engineering Department is undergoing a study, and even greater results are anticipated from this already efficient arm. Traffic court procedures are being simplified and improved, together with an increase in the number of traffic courts and greater penalties for traffic law violations.

In addition to the above, the Traffic Bureau of the Chicago Police Department is being expanded and reorganized. It is the purpose of this article to outline the plan being followed in this expansion and reorganization program.

ORGANIZATION AND PERSONNEL

The Traffic Bureau continues to hold equal organizational status with other major activities of the Department and is commanded by a Chief of Traffic, equal in rank with the commanders of other major divisions. Two Deputy Chiefs serve as assistants. One observes the performance of traffic personnel,

the execution of recognized policies and tactics, and acts in the absence of the Chief of Traffic. The other is in command of the Service Division which is in a staff position to the Chief of Traffic. (See chart.) A lieutenant and a sergeant serve as adjutants to the Chief and cope with as many of the requests made of the traffic administrator as possible so that he can devote a maximum amount of his available time to actual Bureau administration. The staff is completed by two civilian stenographers, secretaries to the Chief and Deputy-Chief of Traffic.

The Traffic Bureau has been reorganized into the following divisions. (See chart, page 792.)

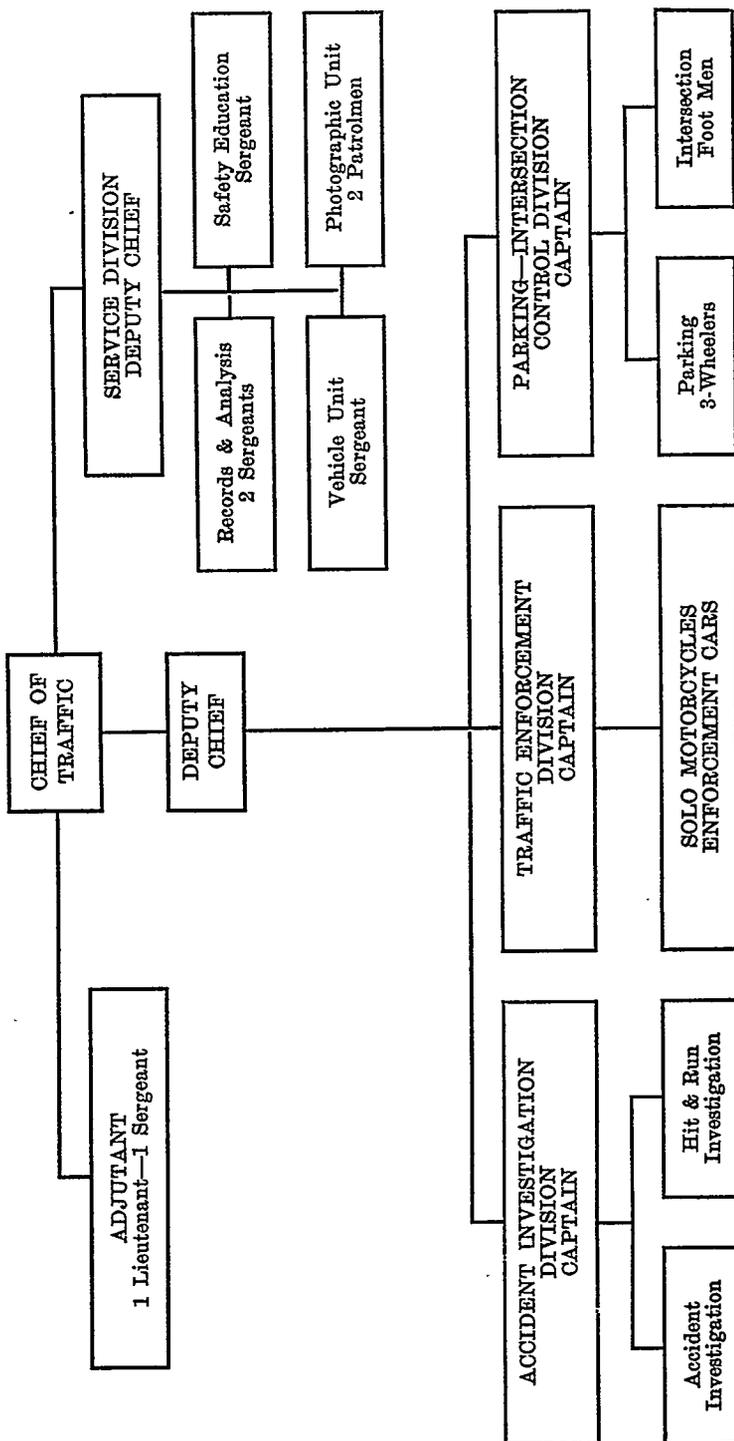
Accident Investigation Division. Upon completion of reorganization this division will consist of 237 officers and men under a division commander of the rank of captain. At the present the commanding officer is a lieutenant because it is felt that the experience of the present commanding officer is so valuable that he is being kept in his present capacity. The balance of the division will consist of: 4 lieutenants, three as shift commanders and one to command hit-and-run investigations and follow-up activities; 18 sergeants as field supervisors; 199 patrolmen to man 78 two-man units each day (43 used as relief); 14 investigators for hit-and-run and follow-up investigations; and one civilian stenographer as secretary to the captain.

Traffic Enforcement Division. Personnel for this division will ultimately total 490 and be headed by a division commander of the rank of captain. The balance of the organization is to be: 3 lieutenants as shift commanders; 36 sergeants, 29 available daily with 7 in relief status; 449 patrolmen to man 276 units each day, 93 of the total relief personnel; and one civilian stenographer as secretary.

Parking and Intersectional Control Division. A total of 481 officers and men are to be assigned to the division which is commanded by a captain as division commander. Three lieutenants serve as shift commanders with 29 sergeants as field supervisors in Loop and outlying areas. The 447 patrolmen are assigned as follows: 138 to three-wheelers and 309 for Loop and outlying intersection control. A civilian stenographer serves as secretary to the captain. The Mounted Division of the Traffic Bureau has been abolished.

The Service Division. A division working under a Deputy Chief and consisting of the following units and personnel will constitute the Service Division: Analytical Unit of eleven men, 1 sergeant, 2 patrolmen and 8 civilian clerks; Records section with one sergeant and 38 civilian clerks; Safety Education Unit

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consisting of 1 sergeant and 6 patrolmen (one for each of the Police Divisions of the city which divisions actually comprise a number of police districts); Vehicle (taxi) unit of 1 sergeant and 9 patrolmen; Photographic Unit of 2 patrolmen; and a civilian secretary to the Deputy Chief. Future safety education requirements may necessitate assigning one patrolman to each police district to carry on safety education activities.

The increase in traffic activities, arrests and accidents investigated, and the additional record and report forms for the Traffic Bureau will place a proportionately increased work load on the personnel of the Bureau of Criminal Information and Statistics. In order that this increase might be handled satisfactorily and the traffic records processed and coded and the mechanical tabulation equipment utilized so that complete information is currently available, it has been recommended that 9 additional civilian employees be assigned to the machine room.

Reorganization has included the following general program and policies.

1. An Accident Follow-up Unit, commanded by a lieutenant, who will be responsible to the commander of the Accident Investigation Division, will perform all hit-and-run and follow-up investigations which are beyond the primary duties of the original accident investigators.

2. The personnel assigned to solo motorcycles receive a minimum of \$15.00 and a maximum of \$25.00 extra pay per month to compensate for the additional hazards of this activity. (Recommended)

3. A continuous job analysis of personnel assignments is to be made so that able police officers are assigned to active policing rather than clerical duties.

4. Present records concerning daily assignment of personnel have been revised so that an accurate accounting of available personnel can be made daily.

5. The number of persons carried on sick and disability rolls is kept to an absolute minimum by close surveillance of the rolls.

ACCIDENT INVESTIGATION

Under the reorganized program the policies and aims in the field of accident investigation are set forth below.

1. Every effort is to be made to increase present accident reporting ratios to conform with nationally known and approved standards of 1-40-150 (this means that approximately 40 personal-injury accidents and 150 property-damage accidents occur for every fatal accident). This will have to be done through public education, enforcement, and intelligent field operation.

2. Present policies affecting accident investigations will be revised so that a minimum of duplication will result. Accident Investigation Division personnel will investigate *all* reported accidents. Precinct cars will (1) "hold" until A.I.D. unit arrives, (2) make investigation when A.I.D. units are not available and (3) assist A.I.D. units when necessary.

3. All A.I.D. personnel have received special training emphasizing modern accident investigation techniques and other subjects closely related to accident investigation.

4. All A.I.D. units are assigned on a basis of time when accidents are happening and areas in which they occur.

5. Administrative orders to be issued to *all* personnel to the effect that a complete investigation be made of all reported motor vehicle accidents regardless of their severity.

6. A.I.D. personnel will be required to state their opinion on the accident report form as to the causes of accidents in all investigations, even though sufficient evidence is not available to warrant prosecution.

7. Present policies relative to enforcement action at accident scenes are being revised so that they will encourage rather than hinder this type of enforcement. This includes complete training of investigation personnel, intelligent field supervision by A.I.D. sergeants, and complete cooperation and understanding by the local judiciary.

8. A.I.D. sergeants check all officer reports and are held responsible for their completeness, accuracy, and enforcement action taken.

9. A special hit-and-run follow-up investigative unit is being established. This unit will be commanded by a lieutenant who is responsible directly to the commander of the A.I.D.

10. The following known and approved barometers are to be established as performance standards for accident investigation activity:

a. A minimum accident reporting ratio of 1-40-150 is to be maintained.

b. At least 90 per cent of all reported accidents are to be investigated.

c. Arrests should result from at least 50 per cent of the accidents investigated. Constant effort is to be made to see that these arrests are of good quality (pertinent violations).

d. Convictions should be obtained in at least 80 per cent of the accident cases prosecuted.

e. At least 80 per cent of the bona-fide hit-and-run accidents reported should be solved.

f. Convictions should be forthcoming in at least 75 per cent of the hit-and-run drivers prosecuted.

11. There will be a continuous conscientious effort made by the Chief of Traffic, shift commanders, and field supervisors to see that the above standards are met.

ENFORCEMENT

The general objectives and policies of enforcement are set forth as follows:

1. Comprehensive and intelligent traffic enforcement policies are being formulated and may be included in the departmental manual, which now is being developed. These policies are to be included in *all* recruit and in-service training programs and observed closely by all members of the department.

2. The time and place assignment of the Traffic Enforcement Division personnel are based upon a thorough analysis of all of the current accident experience.

3. Immediate steps are being taken to increase the enforcement index to a point where the accident experience is controlled. The desired index is 22.5.

4. The enforcement effort is to be directed more selectively toward those violations causing accidents.

5. Monthly enforcement bulletins are to be compiled by the Analytical Unit and distributed to *all* personnel.

6. Restrictive administrative policies, governing the other-than-traffic personnel's participation in traffic law enforcement work, are being abolished. These personnel should make a substantial contribution to the over-all traffic law enforcement activity. Similarly, traffic personnel should contribute materially toward suppression of crime.

7. Continual and special checks are to be made on T. E. D. personnel time lost so that this is held to a minimum.

8. *Adequate* street supervision of the enforcement personnel is to be maintained so that policies will be carried out uniformly and work of sufficient quantity and quality will be assured.

9. A quadruplicate "non-fix" ticket system is to be inaugurated for violations of the State Uniform Act Regulating Traffic and Municipal Ordinances.

10. A system, whereby court dispositions of traffic cases can be obtained *currently*, is to be inaugurated as soon as possible.

11. Chemical tests for intoxication, preferably the breath test, are to be inaugurated as a regular procedure of the Chicago Police Department and *that evidence obtained from such tests be presented to and recognized by the court*. The policy governing cases of driving while intoxicated has been discontinued.

It is no longer necessary for a sergeant to examine the accused for signs of intoxication in order to corroborate the arresting officer's testimony.

12. The traffic administrator, shift commanders, and field supervisors are to endeavor continuously to have field personnel achieve or surpass recognized performance standards relating to arrests resulting from accident investigations (50 per cent).

13. Careful analysis of present parking and intersection problems must be continued in order to substantiate all requests for additional personnel and equipment and to justify use of present personnel.

14. It is planned to utilize the state enabling act which permits cities to pass legislation restricting bad pedestrian practices. When such legislation is available, intelligent constant enforcement should be forthcoming from *all* police personnel.

TRAINING

An important aspect of the program is in the field of training. It is to be based on the following precepts.

1. A full-time training program is to be inaugurated to consist of adequate time for training of recruits and a continuous refresher training program for in-service personnel.

2. Sufficient full time personnel is to be provided to carry on successfully the recommended training program.

3. Adequate appropriations will be made in future police budgets to provide needed training materials, equipment, and instructors.

4. An analysis of present and contemplated curriculums is to be made by the training staff and the various functional administrators of the department so that adequate time will be allocated to subjects commensurate with their importance to policing.

5. At least 20 per cent of all available classroom hours, in *all* training programs is to be devoted to specific traffic subjects.

6. At least two weeks of the present 10-week recruit training program will be devoted to traffic instruction. The following basic traffic subjects are to be covered in every recruit training program:

- a. Introduction to traffic control.
- b. Local causes of accidents and congestion.
- c. Accident investigation—purposes, tactics, and values.
- d. Traffic laws—vehicle code, principal violations, elements, and pertinent court decisions.
- e. Enforcement—policies, tactics, and values.
- f. Public relations.

- g. Safety education.
- h. Traffic flow regulation and crowd control.
- i. Motor vehicle operation and maintenance.
- j. Geography of jurisdiction.
- k. Intoxication case procedure.
- l. Reports and report writing.
- m. Interrogation of suspects and witnesses.
- n. Case preparation and court demeanor.
- o. Laws of evidence.
- p. First-aid (instructor's course desirable).
- q. Laws of arrest, search, and seizure.
- r. Self defense, prisoner control, and transportation.
- s. Disposition of personal property.
- t. Departmental and bureau rules and regulations.
- u. Use of equipment—guns, batons, radio, lights, handcuffs, etc.
- v. Problem persons and places in jurisdiction.

7. Refresher courses for in-service traffic personnel have been held; the courses consisted of:

a. An accident investigation course of three weeks duration has been established. Two weeks are spent in the classroom covering the following subjects minutely: Accident investigation, laws of evidence, state and municipal traffic laws, laws of arrest, case preparation, physical laws, scientific evidence, report writing, public relations, and enforcement in accident investigation. The third week of this course consists of field work which gives the students an opportunity to apply the techniques learned in the classroom.

This course is to be attended by the personnel assigned to the following activities:

All accident investigation personnel.

Hit-and-run and follow-up investigators.

A.I.D. supervisory officers.

Records, analytical, educational and photographic unit personnel.

b. An Enforcement Course of two weeks duration is to be attended by *all* personnel assigned to the T.E.D. The entire two weeks should be spent in the classroom with the same subjects (as listed in A. I. course) being covered, but placing special and more detailed emphasis on enforcement policies and tactics, public relations and state and municipal traffic laws.

c. A Command Conference of one week duration is given. In addition to attending the courses already mentioned, all supervisory and command personnel attend a one-week conference. Policies are discussed, clarified, and revisions made if desired so that more efficient operation will result.

d. A Parking and Intersection course of one week duration is to be attended by all personnel assigned to this activity. The instruction emphasizes: Laws of arrest, public relations, crowd control, enforcement policies and tactics, traffic flow regulation.

e. A Records and Analytical course is to be of one week duration. All personnel assigned to the Records and Analytical Unit of the Traffic Bureau plus those persons processing traffic records in the Bureau of Criminal Information and Statistics are to attend this course.

Instruction is to emphasize: Reports—need, information to be gathered, use made of information, and a complete discussion of all report forms.

8. Refresher courses, of the type outlined above, will be conducted at least once every two years for in-service traffic personnel.

9. Regular in-service refresher courses for all members of the department is planned. All officers, supervisory and others, will be required to attend such a course at least every two or three years.

RECORDS AND ANALYSIS

The general functions of the Record and Analysis Section are set forth below.

1. One sergeant and 38 civilian clerks of the records section will process the various traffic records maintained within the Traffic Bureau. This sergeant will also be the liaison between the Traffic Bureau and the B.C.I. and S. He will see that complete statistical information is compiled currently by the B.C.I. and S.

2. One sergeant, 2 patrolmen, and 8 civilian clerks assigned to the Analytical Section will perform the various analytical studies necessary to a successful traffic control program.

3. A new accident report form, having three copies, has been adopted and will be distributed as follows: Original to the B.C.I. and S. for filing, coding, etc.; Duplicate to the Records and Analysis Unit; and Triplicate to the traffic engineer.

4. The following record forms have been inaugurated and are being employed: (a) Hit-and-run accident report form, (b) hit-and-run monthly summary, (c) revised moving violation citation, (d) daily accident and enforcement summary, (e) intoxication report (National Safety Council), (f) daily activity report for all traffic personnel, (g) monthly activity report by divisions, (h) consolidated monthly activity report, (i) case summary sheet, (j) condition of street report, (k) supplemental injury report form, (l) driver record form, and (m) disposition sheet.

5. A name file is being maintained on all persons involved in accidents or arrested for traffic offenses. This file will be available to all traffic courts as well as to the Service Division.

6. The following records will be maintained specifically by the Records and Analytical Unit: (a) Copy of all accident reports—filed by location, (b) enforcement bulletins, (c) master accumulative spot maps (2), and (d) periodic accident and enforcement spot maps covering definite time periods.

7. Monthly summaries of the disposition of all traffic cases

be compiled so that enforcement effort and the activity of the courts can be more accurately evaluated.

8. *All* departmental records, traffic and others, over three years of age will be microfilmed and preserved, thus freeing the space and filing equipment now needed to preserve departmental records for 25 years.

9. Important items to be emphasized on records and analysis:

a. Activities of the Records and Analytical Unit is the basis for a successful traffic control program. Adequate pertinent records must be maintained and vital information for preventive action must be compiled accurately and currently.

b. Quantity of service available through use of mechanical tabulation equipment must be realized and utilized.

c. Personnel in sufficient quantity must be assigned to all phases of this activity, must be carefully selected, paid adequate salaries to sustain their morale and interest, and supervised constantly by persons realizing the value of sufficient pertinent, accurate, and current records.

SAFETY EDUCATION

1. This unit provides facts and information for interested civic and safety groups as well as continually promoting active participation in the over-all traffic control program.

2. The Safety Education Unit will be directed by a sergeant who will be responsible directly to the Deputy Chief Commanding the Service Division.

ADMINISTRATION

No traffic program can function effectively without sound administration. General policies to accomplish this are set forth.

1. Definite and valid departmental policies are being formulated, inaugurated, and strictly observed regarding the relationship of the Traffic Bureau and other major bureaus of the department, affecting primarily:

a. The procurement, training and assignment of patrolmen and command officers to various bureaus in proportion to their need and the maintenance of the needed personnel at a satisfactory level.

b. The degree to which non-traffic personnel shall participate in traffic activities.

c. The degree to which traffic personnel will participate in non-traffic activities.

d. Periodic analysis of personnel assignments will result in better coverage, more efficient operation, and better service to the public.

e. Sufficient time be allocated to more pertinent traffic subjects in all training programs.

2. The Chief of Traffic will exploit the basic elements of efficient administration by: Delegation of authority to proper persons, Recognizing and adhering to established lines of authority, and Holding periodic meetings of superior officers of the Traffic Bureau at least once a week for administration purpose.

3. The Chief of Traffic will see that all traffic personnel receive adequate training as outlined in the training program.

4. Definite policies will be formulated in conference by the traffic administrators and shift commanders and field supervisors will be held strictly accountable for any and all deviations from such policies.

5. Enforcement policies will be reviewed constantly in order that they may adequately meet changing conditions.

6. Selective enforcement bulletins prepared by the Records and Analysis Unit will be approved by the Chief of Traffic and issued to all field personnel.

7. Monthly summaries of the final disposition of all traffic cases be prepared so that personnel performance and the activity of the courts can be more accurately evaluated.

8. Sergeants will be held strictly accountable for quantity and quality of work performed by field personnel.

9. Traffic Bureau personnel will be selected in a manner which will provide efficient, intelligent, and interested personnel for traffic activities.

10. Continuous effort be made by commanding and supervisory officers to maintain a high degree of morale and the desire and willingness on the part of patrolmen to do a satisfactory traffic control job.

11. The traffic administrator will make routine and special checks, using nationally known and approved barometers as performance standards, to evaluate the traffic control program.

a. Accident investigation units will be assigned by time in direct proportion to the time accidents are happening and to areas where they occur.

b. Enforcement division personnel will be assigned selectively to the locations where accidents are happening in direct proportion to the time accidents occur with specific instructions to direct their major efforts toward those violations causing accidents within particular areas.

c. Constant effort will be made to maintain and enforcement index adequate to control the accident experience.

15. City officials, the press, the public, and the police realize that traffic control is not a police responsibility entirely. The traffic engineer, educator, legislator, courts, various civic, and safety groups and others must make a definite contribution for a successful traffic control program. Continuous effort will be made to see that necessary agencies actively contribute their share of the total effort needed.

16. Traffic policies and tactics will be coordinated with those of the Park District Police so that duplication of tactics will be reduced to an absolute minimum so that a more productive and beneficial city-wide traffic control program will result.

COURTS

Effectiveness of the entire program requires that the Traffic Bureau coordinates its work with the courts which are to decide on the evidence presented. A thorough study is now being made with the full agreement and cooperation of the Chief Justice of the Municipal Court concerning the processing of traffic law violations. This study covers operational policies and records of the violation bureau; revision of present complaint form; court records governing the type, number, and final disposition of traffic cases, warrant service records; and a system capable of simplifying the accounting for any and all traffic arrests and citations in a more expeditious manner. A revision of present bail and fine schedules is being considered for adoption by the Chief Justice.

LEGISLATION

A thorough examination of existing state and municipal traffic legislation is being made with the cooperation of the Chicago Corporation Counsel's office. Special attention will be given to legislation affecting accident reporting, chemical tests for intoxication, and pedestrian ordinances.

The traffic control program outlined above is expected to reduce traffic accidents by 40 per cent in the first full year of operation. On the basis of Chicago's 1947 accident record such a reduction will save 200 lives and injuries to 8,800 persons, as well as a comparable reduction in the direct economic loss resulting from these accidents, estimated at more than 33 million dollars.

A 40 per cent reduction of traffic accidents is not, however, the ultimate goal. Even greater reductions are expected in succeeding years, and Chicago again will be a serious contender for the grand safety award—it will be a safer city in which to live.