

The Blue Triangle



The following is a short history of the St. Louis County, Missouri Department of Police from July 1953 through 1956, including the reasons voters overwhelmingly approved creation of the new police department to replace the Sheriff's Office. Both the administrative and operational problems facing the Board of Police Commissioners and Superintendent of Police are identified, particularly those that had to be resolved prior to and following inception of the department which occurred at 12:01 A.M., July 1, 1955.

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May 31, 2012

Citizens Commission on Law Enforcement in St. Louis County

The history of the St. Louis County Police began on July 15, 1953 when the St. Louis County Council adopted a resolution authorizing the County Supervisor, Luman F. Matthews, to appoint a Citizens Commission (Commission) on Law Enforcement in St. Louis County to study the overall structure of law enforcement therein. This resolution directed the Commission to submit its report, including any recommendations, no later than April 1, 1954. Initially, the Commission was composed of ten residents who represented leaders from business, labor, law, and both political parties. Later the Commission was expanded to 15 residents. The members were:

Arthur B. Shepley Jr.	Chairman; Marshall of Ladue
A. Clifford Jones	Vice Chairman; State Representative, 5 th District
Stuart H. Smith	Secretary; Investment Dealer; Treasurer, St. Louis Crime Comm.
Rudolph H. Baumer	Constable, 1 st Magistrate District, St. Ferdinand Township
Robert M. Berkley	Resident
Curtis A. Betts	Political Reporter (Ret), St. Louis Post Dispatch
Robert E. Blake	Lawyer; Chairman, Government Research Institute
R. Walston Chubb	City Attorney, Webster Groves
Lee M. Duggan	Mayor, Richmond Heights; President, League of Co. Municipalities
R. E. Jasper	Resident
John G. Loewe	Resident
Walter L. Metcalfe	Lawyer
Matt F. Morse	President, Automobile Club of Missouri
Arnold J. Willmann	County Coroner; former County Sheriff; President, County Bar Assoc.
Mrs. Peter Wulfing	Resident

The primary responsibility of the Commission was to study law enforcement and offer recommendations for improving service in the unincorporated area and municipalities; as well as any issues identified beyond police services only. Arthur B. Shepley Jr., the elected Marshall from Ladue, was appointed chairman and instructed the Commission members that their "primary job is to take a look at St. Louis County and other counties with similar law enforcement problems and issues." Shepley advised further - "until this is done...we are not in position to attempt an intelligent solution of our problem." The Commission did examine other county law enforcement operations, including their procedures, practices, and applicable laws.

Supervisor Matthews advised the Commission members that they were not an investigative body "to find fault or fix the guilt of any person...in public office." The reference by Matthews to finding fault was intended as a reminder that an investigation of present officeholders, particularly Sheriff Arthur C. Mosley and Prosecuting Attorney Stanley Wallach, was already in progress under the direction of State Attorney John M. Dalton, assisted by a team of six attorneys and investigators. This full scale investigation was ordered by Governor Phil M. Donnelly due to past complaints about law enforcement in St. Louis County including an increasing number of complaints and allegations of a cover-up following the June 26, 1953 incident where Deputy Sheriff Nicholas P. Burke shot and seriously wounded Chief Deputy William Smith. The incident involved a brawl at El Avion Night Club (a barbecue event organized by Sheriff Mosley) over a \$1,000 reward paid following the seizure of stolen whiskey found stored in Wellston. Sheriff Mosley admitted, after some delay, that he was present at the time of the shooting incident, but did not arrest Deputy Burke for committing a crime. Supervisor Matthews also told the members that the County Council had "shown its awareness of the shortcomings of the present law enforcement system, which has been outgrown and outmoded."

A review of the St. Louis Post-Dispatch front page articles during 1953-1954 found that the law enforcement problems in the County were much more serious and widespread than the El Avion Night Club incident. The issues at the time, including those associated with poor law enforcement by the Sheriff's Office, are summarized as follows:

- Rivalry or conflict among law enforcement officers in receiving income from outside sources, e.g., strike duty, dance hall bouncers.
- Well-known criminal lawyers receiving preferential treatment by the Sheriff's Office.
- Several Sheriff's Office jailers soliciting prisoner business for favored lawyers.
- Increasing gambling complaints involving hand books and traveling dice games.
- Little cooperation between the Sheriff's Office and the Prosecutor in the preparation of evidence in criminal cases.
- Criminal cases allowed to die on the vine through the simple procedure of being ignored.
- Criminal court trials delayed so long that witnesses became fed-up and moved away.
- Professional bondsmen with influence were receiving favoritism from County officials.
- Increased liquor violation complaints reference taverns located in Riverview, Castlewood, Times Beach and Eureka.
- Taverns were operating beyond legal closing hours and selling alcohol to minors.
- General lack of police protection and allegations of civil rights violations.
- Tourist camps and motels were being used for purposes of prostitution.
- Deputies were required to contribute \$2.00/ \$3.00 per pay period into a Flower Fund controlled by Sheriff Mosley.

A St. Louis Post-Dispatch article reported that Supervisor Matthews had made several attempts to have the circuit judges direct that a special session of the grand jury investigate the shooting at the El Avion Night Club. He was turned down each time for various reasons (e.g., lack of investigators, stenographers). When the circuit judges would not act and a grand jury was not available, Supervisor Matthews moved forward and established the Citizens Commission as an alternative.



The scope of the Commission's work was expanded when Matthews appointed an advisory committee to assist in analyzing legal issues associated with implementing each of four scenarios under consideration for improving local law enforcement. The scenarios were:

1. A joint St. Louis City-St. Louis County police department.
2. A consolidated (single) police department for St. Louis County.
3. An integrated police department embracing all unincorporated areas and those municipalities who contracted for the services from a county police department.
4. Improving and strengthening the present Sheriff's Office.

To assist the Commission, the Governmental Research Institute (GRI) was employed to conduct surveys of other county police departments located in the U.S. as well as the organization and cost of operating both the Sheriff's Office and the 85 municipal police departments in the county. Reports submitted by GRI summarized operations of several large county agencies where the elected sheriff had been replaced with a non-political county-wide police department. The surveys included police operations in Montgomery County, Maryland; Baltimore County, Maryland; and Nassau County, a large urbanized area just outside of New York City. Commission members expressed particular interest in the Nassau County organization and operation, which was divided into two service units. The first, the Headquarters Unit, served all of Nassau County and maintained a wide variety of police services including the crime laboratory and detective bureau. This unit had jurisdiction in both incorporated and unincorporated areas. The second unit operated in only those municipalities which had contracted with the Nassau County for police services.

Bruce Smith, a noted authority on police administration and Director of the Institute of Public Administration, also assisted the Commission by providing expert advice on current police problems and administration issues. A research paper prepared for the Commission found that 24-hour police protection was provided in only 27 municipalities. Thirty reported limited police service as their elected marshals and deputies were on-call only, and did not work a certain number of hours per week. Seven municipalities provided no police services whatsoever. The remaining 28 communities had police patrols for a portion of the day or night, but less than a 24-hour basis.

At a 1953 Commission hearing Stanley Wallach, the Prosecuting Attorney for St. Louis County, publicly endorsed the establishment of a centralized police department after describing several weaknesses that existed at the time:

- Lack of a county training school for police officers and deputies.
- Evidence in criminal cases frequently thrown out of court due to lack of police training.
- Lack of a central crime laboratory and a central depository for evidence.
- Lack of jurisdiction by police officers in making arrests beyond their municipal boundaries.
- Lack of specially trained homicide, burglary or liquor violation detectives.
- Ineffective central police dispatching system (provided by the Sheriff's Office).
- Use of only part-time police officers by a large number of municipalities.

The four elected Constables who handled civil cases for the magistrate courts were also interviewed by the Commission. They were Rudolph H. Baumer, First District (a member of the Commission); Orion Litzinger, Second District; Robert Kelly, Third district, and Martin Hieutel, Fourth district. The Constables reported that part of the problem was that the deputy constables and deputy sheriffs were not covered by a pension plan or other job-related benefits necessary to attract and retain qualified deputies.

After a lengthy study and evaluation, the Commission determined that the most practical scenario was to establish a police department for the unincorporated area and those municipalities desiring to contract for police service (similar to the Nassau County). Police officers assigned to the new police department would have the same authority as deputy sheriffs when entering municipalities to enforce the state laws and County ordinances. This approach provided a strengthening of county law enforcement and at the same time would stand a good chance of approval by the voters. The ability of a municipality to contract for police services from the new police department was inserted in the plan because many residents attending the public hearings desired better police protection, but their communities could not fully finance the added service.

The Commission found the tax resources of the smaller municipalities were inadequate to support a police force of sufficient size to provide protection throughout each day. The enforcement concerns were also based on a lack of coordination between the municipal police and Sheriff's Office and Constables with respect to general police work; and between the municipal police and the Prosecuting Attorney's Office in the prosecution of criminal cases. There was one finding that the municipal police and the Prosecuting Attorney's Office were not cooperating because many municipal officers were untrained in court procedure and in the techniques for properly presenting evidence. Twelve municipal police chiefs from larger departments told the Commission that they supported the proposed law enforcement plan and Charter amendment that would establish a county police department.

Also receiving serious consideration was the proposal to consolidate the St. Louis City and St. Louis County police departments; as well as a compulsory consolidation of all county police into one department. The Commission concluded that any attempt to consolidate the city and county police forces would take three to four years before such a plan could be submitted to the voters that probably would be overwhelmingly rejected by the county voters. Many of the municipalities would balk at relinquishing their police powers. For this same reason and the lack of authorizing state legislation, the compulsory unification of police services in St. Louis County – eliminating the municipal police function – was also rejected. None of the Commission members supported continuing the current Sheriff's Office and constable system – as improving the Sheriff's Office would be similar to improving a Model T for today's traffic.

Citizens Commission Report

On April 28, 1954 the Commission submitted its report to the Supervisor and County Council with a recommendation to amend the Charter of St. Louis County to establish a county police department with all the law enforcement powers and duties vested in the Sheriff and Constables transferred to the new department. The Commission found that the chief weakness of the sheriff and constable system was its elective and inevitable political character. Deputies were appointed based on political considerations, and not on ability or qualifications, with some deputies engaging in political activities in order to retain their jobs. The Commission concluded that the defects of the sheriff/constable system could not be corrected by patchwork, but only by the establishment of a new police department, one removed as far as possible from politics. If there was a change in the County Supervisor, this would not impact who would be the Superintendent of Police. At a meeting with municipal police chiefs in September 1954, Chairman Shepley noted that the Superintendent could not be dismissed without the reasons first being outlined in a written statement and public hearing provided, if requested, before a Board of Police Commissioners. The Superintendent would be responsible for appointing all personnel of the new department under his own modified merit system. The responsibility to terminate employees would be that of the Superintendent subject only to the employee's right to appeal disciplinary action to the Board. In disciplinary cases where

politics, race or religion was involved, the appeal was to be held before the Civil Service Commission. The Board would have no administrative duties in running the new department.

In order to secure and retain competent police personnel, the Commission recommended that the County Council establish disability and retirement benefits for personnel employed by the new police department. However, a legal question had to be resolved. Was it legal for St. Louis County, with its Home Rule Charter, to consider itself a municipality for the purpose of providing a police retirement plan? The Commission found that the lack of a retirement plan for deputy sheriffs contributed to the lack of professionalization and partisan influence.

In their report the Commission offered critical observations as well as specific recommendations concerning other County agencies that influenced the quality of police service in both the unincorporated areas and municipalities. The report discussed these offices or functions of the County Prosecuting Attorney's Office, Office of the County Coroner and juvenile delinquency

Charter Amendment

The County Council voted (four to two) to place the proposal for a new police department on the November 1954 general election ballot, but only after practically all the council members switched sides on the issue. Initially, a majority of the Council members did not support the Commission's proposal for a new department. Action on the ordinance came after a three-hour public hearing where various police and public officials urged passage of the measure, although several amendments were proposed. The dissenting votes arose due to a demand for a specific amendment, which was accepted by the Council and approved unanimously. The amendment provided that a majority of the circuit judges in the county would have to give consent to the appointments to the proposed bipartisan Board of Police Commissioners. The requirement for consent by the circuit judges was added as a triple check against partisan politics invading the new department.

There was one strong opponent to the proposal. Chief of Police John Obertz of Jennings said he opposed creation of the new police department because no one knew what it would cost and because politics would not be taken out of the department. Chairman Shepley answered by advising the Council members that an appropriation of \$640,000 would be required for the new department's first year of operation. In comparison, an appropriation of \$643,000 had been authorized in 1953 for the Sheriff's Office and Constables to handle their law enforcement functions.

Residents of St. Louis County were scheduled on November 2, 1954 to vote on the Charter amendment, a change intended to provide substantial improvements in law enforcement at no additional costs to taxpayers. The charter amendment would establish a non-political police department with law enforcement duties previously assigned to the Sheriff's Office and elected Constables. There was no discussion prior to Election Day that a Yes vote on the amendment would abolish any of the municipal police departments. However, some of the promotional material recommending a favorable vote did suggest that the new police department would provide assistance to municipalities so they could do a more effective job of law enforcement. It is noted that the Post-Dispatch editorial page supported the charter change. On November 2 the voters strongly supported the Commission's recommendations by a vote of 117,157 to 24,091 the Charter was changed. There was no organized opposition to removing law enforcement duties from the Sheriff's Office and creating a new police department.

The St. Louis County Department of Police would come operational at 12:01 AM on July 1, 1955 by virtue of the approved Charter amendment. This amendment, Section 4-10, Article II, provided that:

“All powers and duties of the offices of the Sheriff and Constables of the County with respect to preservation of order, prevention of crimes, and misdemeanors, apprehension and arrest, conserving the peace, and other police and law enforcement functions other than those relating to civil actions and detention, care, custody and control of persons or prisoners in the County Jail, provided by law, shall be vested in and performed by the Superintendent of Police and the Department of Police of the County as hereinafter provided, and the Sheriff and Constables of the County shall have no power or duties with respect to the same except when called upon by the Superintendent of Police as hereafter provided.”

Councilman James Singer (4th District) introduced the ordinance necessary to implement the Charter changes. The proposed ordinance included a provision that St. Louis County would contract with the St. Louis Police Department for use of their crime laboratory and criminal identification records system, as well as the police academy for police training. On June 29, 1955, the County Council passed Resolution 117 which ordered Sheriff Mosley and the elected Constables to transfer to the Department of Police on or before July 1, 1955, all records, equipment, and other property and items of whatsoever nature used in connection with, or relating to, police duties and law enforcement of said offices. After the ordinance was approved to establish a Department of Police, the Post-Dispatch reported that Sheriff Mosley conceded, through his attorneys, that the rural sheriff system of law enforcement was outmoded. Under the Commission’s proposal the deputy sheriffs and constables would be limited to civil functions or civil process serving and court duty, as in the City of St. Louis.

[The 1971 proposed charter change to establish countywide police standards received widespread opposition from the public and was defeated with 44,913 voting for and 55,348 against. However, a state law was eventually adopted that made it mandatory for municipalities in the county, with a population over 400, to provide 24-hour police protection or else contract with the County or other municipalities for such service.]

Missouri Supreme Court Decision

In order to determine the legal standing and jurisdiction of the new Department of Police, Attorney General John M. Dalton and Chairman Shepley (Citizens Commission) filed a friendly appeal to the Missouri Supreme Court to determine if the new department was legal. In August 1955, the Court held that the Board of Police Commissioners and the Superintendent of Police were properly organized and established in accordance with constitutional authority. The Supreme Court found that the challenged powers are proper and valid and the Board members and Superintendent were the duly authorized. The Court also upheld the authority of the County to determine the number, kinds, salaries and tenure of County officers, and their duties, and stated that “a charter county differs from other counties chiefly in the form of county government it can adopt.” This decision upheld establishment of the Department of Police and the authority of the County to make extensive changes in its government structure.

Board of Police Commissioners

To ensure the Department of Police would be free of politics, the amendment to the Charter established a five-member bipartisan civilian Board of Police Commissioners appointed by the County Supervisor for overlapping three-year terms. Not more than three members could be from any one political party, and a majority of the County Council had to give consent for each new commissioner as well as a majority of the circuit judges. This double screening process was designed to ensure public attention would be focused on any unqualified candidates for Board appointment. The Board's primary responsibility was to appoint a qualified Superintendent of Police, approve the budget and policies as recommended by the Superintendent, and hear appeals from employees in reference disciplinary matters. The commissioners received a stipend of \$600 per annum.



On January 12, 1955 the County Council confirmed unanimously four of the five residents Supervisor Matthews had nominated to serve on the newly created Board. Mr. Theodore Kienstra was not confirmed by a vote of three yeas and four nays. Two weeks later, on January 26, the County Council approved unanimously Frank Aschemeyer as a member of the Board for a three-year term. As noted below none of the new Board members lived in the unincorporated sections of the County.

Walter L. Metcalfe, Chairman	6952 Waterman Avenue, University City
Clark R. Gamble, Vice-Chairman	26 Wydow Terrace, Clayton
Irving Edison, Secretary	9990 Litzsinger Road, Ladue
Arthur B. Baer	9425 Ladue Road, Ladue
Frank P. Aschemeyer	7732 West Biltmore Drive, Clayton

[Note: Aschemeyer was elected Chairman with the passing of Walter L. Metcalfe.]

In early 1955 the Board initiated a nationwide recruitment effort to select the first Superintendent, including personal letters to several leading police administrators. For example, letters from Chairman Metcalfe seeking qualified candidates were sent to J. Edgar Hoover, Director of the FBI; George Eastman, Superintendent of Security for the Port of New York Authority; Curtis Brostron, former St. Louis Police Commander; and Chief Jeremiah O'Connell, St. Louis Police Department. Director Hoover responded immediately by letter stating that he was unable to furnish any qualified individuals who might be interested in the position and that he had a long-standing "policy of not injecting the FBI into matters of a local nature." Although the Board reviewed over 100 applications submitted by potential candidates, only ten of the most qualified candidates were interviewed.



UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

WASHINGTON 25, D. C.

March 2, 1955

Mr. Walter L. Metcalfe
Chairman
Board of Police Commissioners
County Courthouse
Clayton 5, Missouri

Dear Mr. Metcalfe:

Thank you for your letter of February 28,
1955.

Although I sincerely appreciate the interest which prompted you to write, it is not possible for me to make any suggestions to your Board of Police Commissioners as I have followed a long-standing policy of not injecting the FBI into matters of a local nature.

Should you be in Washington on other business, however, please feel free to stop by. If I am not in at the time of your call, one of my assistants will be happy to talk with you.

Sincerely yours,

A handwritten signature in blue ink, which appears to be "J. Edgar Hoover", is written below the typed name.

Prior to the startup date for the Department of Police, the Board approved a set of Rules and Regulations covering departmental rank structure, pay plan, rules regarding vacations and leaves-of-absence, merit system for promotions, minimum employment qualifications as well as a 12-month probation period for new employees. Rules were also adopted to implement the grandfather clause in the Charter amendment that permitted existing deputy sheriffs and constables to join the new department. The second set of regulations established the Code of Discipline and Ethics, which was formulated with the intent of creating clear, concise and comprehensive rules for governing a professional police department.

Superintendent of Police

The Board selected Albert E. DuBois to serve as the first Superintendent for the newly created police department with a start date of May 1, 1955. Du Bois had retired on April 15, 1955 from the Philadelphia Police Department as a Deputy Police Commissioner where he commanded 4,000 uniform police officers. At the time of appointment he was 50 years old, married with a teenage



daughter, graduate of the FBI National Police Academy and a Colonel in the Army Reserves. DuBois participated in the planning and mounting of the Normandy invasion and went ashore with the first wave of troops in this historic landing. After serving in Europe until March 1945, he returned to the Philadelphia Police Department.

The first general order, No. 1-55, Assumption of Command, was signed by DuBois on June 29, 1955 and advised all employees that he had assumed command as of 12:01 AM, July 1, 1955. The second general order was issued the same date and directed all employees to thoroughly familiarize themselves with those Charter provisions and ordinances related to the Department of Police, as well as the new set of departmental regulations which had been approved by the Board of Police Commissioners. The remaining directives issued in 1955 and 1956 consisted of 77 special orders.

After three months of operation, DuBois appointed Raymond W. Hensley on October 1 as the first Deputy Superintendent with the rank of major. At the time Hensley was a lieutenant with the Kansas City, MO Police Department, but on a six-month leave of absence to provide expertise in organizing the new department. After one year of service, DuBois resigned on June 21, 1956 to accept a position with the U.S. Government. Based on a DuBois recommendation, the Board on the following day appointed Hensley as the second Superintendent. Hensley returned to St. Louis County from Kansas City and assumed command at an annual salary of \$10,000. On April 7, 1957, nine months after Hensley took command he appointed J. Ralph Brocksmith, formerly a lieutenant with the St. Louis Police Department, as the second Deputy Superintendent. The deputy position carried the rank of major, but was elevated to the rank of lieutenant colonel upon Brocksmith's appointment.



July 1, 1955

As a staffing and operational structure, the Citizens Commission recommended the new police department have a minimum force of 74 or as large as the number of deputy sheriffs assigned to law enforcement work under Sheriff Mosley. The Post-Dispatch reported that the Sheriff's Office had 67 regular sworn deputies and 150 other persons holding special commissions as a deputy. There were no provisions in the new charter to allow DuBois to augment the department with special officers as Sheriff Mosley had done; only the deputization of municipal officers under restricted conditions would be permitted.

The first special order issued by DuBois provided the names of 62 former deputy sheriffs and deputy constables who would make up the new department. On the same day, July 1, DuBois found it necessary to suspend without pay an employee who had been formally charged with a crime. The Citizens Commission noted in their final report that "as municipalities enter into contracts...for police services, the additional police activity should readily be met by hiring additional police officers, especially for patrol duty." On the second day of operation (July 2) four lieutenants and six sergeants were temporarily promoted by DuBois to provide headquarters and field supervision. The temporary sergeants and lieutenants held these supervisory positions until a promotional process was scheduled and supervisors selected as a permanent promotion. The process would include a written test, oral interview and efficiency ratings by the senior supervisors. At the end of two weeks 13 additional probationary policemen were selected to attend basic recruit training (Special Order 7-55 and 8-55).



The swear-in ceremony by the Board Chairman for the initial 56 policemen took place at 1:00 PM, June 30, on the North steps of the 1950 Courthouse Building (current Police Headquarters Building). All but two of the new officers were former deputy sheriffs. One new policeman was a Richmond Heights officer and the other a former railroad special agent. Following the ceremony, the entire new staff walked across Forsyth Boulevard and up

North Meramec Avenue to the first Department of Police headquarters building. Eight additional policemen were sworn in on July 1 at 12:40 AM. In comparison to the office space and equipment available in 2012, the early office space and working conditions July 1955 could be described as deplorable.

Twenty automobiles were turned over to the new department. – 16 from the Sheriff's Office and four from the various constables. The three patrol divisions were assigned 15 of the 20 vehicles. The remaining vehicles were divided among Investigations, Operations and Administration, with Superintendent DuBois receiving vehicle No. 30. Other equipment received during the transfer included six shotguns, radios, and a speed graphic camera. It was necessary for the new department to rent office furniture and purchase a multilith machine, photographic equipment, typewriters, desks, and miscellaneous items such as tear gas grenades. The Federal Communications base and mobile radio license (KAA519) assigned to the Sheriff's Office was officially transferred to the Department of Police on August 23. With just one radio frequency to serve both the unincorporated area and municipalities, the new police department began operations.

The patrol and investigative responsibilities covered 369 square miles of unincorporated area ranging from the rural farm lands in the western sections of the county to the heavily populated, congested portions typified by Lemay and Affton. Three eight-hour platoons were established with each platoon consisting of a lieutenant, two sergeants and 16 policemen; supported by a detective bureau of nine officers and a communications and records section with four radio dispatchers and three clerks. The new records system would serve both the Department of Police and municipal departments. The first patrol watch on July 1 was relatively quiet with one arrest for fighting. The first major crime occurred at 10:35 AM when a food center in Hanley Hills was robbed of \$1,000 by two masked men.



During the first week of operation an anticipated controversy developed requiring legal clarification. County Council Chairman James A Singer directed the County Counselor to clarify which agency had responsibility for the following duties, the Sheriff's Office or the new Department of Police:

- Conveying prisoners from the jail to the courtroom and maintaining guard over the prisoners while the trials are in progress.
- Providing escorts for funerals.
- Providing protection to the general public at carnivals and the public gatherings.
- Transporting prisoners to the County Hospital for medical attention.
- Retaining the services of the County Park patrolmen.
- Serving warrants issued by the magistrate and circuit judges.
- Issuing permits to carry firearms concealed on or about the person or in a vehicle.

On July 18 additional instructions were issued by DuBois about patrolling Lambert-St. Louis Municipal Airport with supervision provided by the North Division. Special Order 7-55 described the specific area to be patrolled in the enforcement of State laws and County ordinances, including the regulation of taxi cabs in and around the airport area. With funding provided by the City of St. Louis, four policemen were assigned permanently to the Airport, policemen were assigned to each of three shifts.

Within the first month of operation a large number of resignations were received and accepted. Many former deputy sheriffs and constables realized they would be unable to adapt to the new direction in what was projected to emerge as a professional law enforcement agency. As an illustration on August 5th five resignations were reported; a lieutenant, three policemen, and one civilian employee. The Department of Police was the first department of the County Government to break free of the traditional patronage system.

In March 1956 there must have been a lack of proper respect for those supervisors appointed by DuBois. Special Order 42-56 was issued and stated: "all...personnel will address the sergeants, lieutenants, and other ranking officers by their appropriate title while on duty and at other times when the public may be present. Department of this type tends to increase respect for the department in the public's eye and is beneficial to...internal morale."

Early Police Stations



CENTRAL HEADQUARTERS BUILDING
... at 9 N. Meramec, Clayton

Although the Commission recommended the new police department be headquartered on the ground floor of the vintage County Courthouse (located just south of the current Police Headquarters building), the new force began operation in the basement of 9 North Meramec Avenue (Clayton) in the Old Masonic Temple. The first floor of the Masonic Temple would serve as the Office of the Superintendent and his assistants as well as a conference room, training library, and records room. This 4,000 square foot building was so limited that the police records operation had to move across the street into leased space at 18 North Meramec Avenue. There was just one prisoner cell designed to house up to six detainees, but often as many of 30 persons were held at one time. Without air conditioning or proper heating, the headquarters was cold in the winter and hot in the summer. Several times, fire officials were prevailed upon to not condemn the building. This North Meramec facility would remain the headquarters for the next seven years until October 1962 when the 227 S. Central Avenue police headquarters building was dedicated.

Initially, patrol supervisors and policemen held their roll calls and watch changes at various gasoline filling stations and garages. Personal equipment and reporting forms were stored in the trunks of patrol vehicles. In early 1956 district stations were established in three rent-free locations. The First District station was located in three small rooms on the second floor of the Interstate Airmotive Hanger located at the northwest corner of Lambert Field. The Second District was established at a



one-room facility in the Village of Town and Country City Hall. An old and derelict former commanding general's quarters at Jefferson Barracks on CCC Road housed the Third District. Maintenance and janitorial services for the district stations were performed by the policemen assigned. Merchants and local business people contributed furniture and materials to help the new department get started.

Organization Chart

The first organizational chart (1955) included three divisions reporting to the Superintendent through the Deputy Superintendent: Operations Division, Criminal Investigation Division, and Staff Services and Inspection Division. The Operations Division provided the uniformed patrol force, received information and complaints, typed and recorded police reports, and handled radio and telephone communications. Patrol areas were initially subdivided and titled North Division, West Division, and South Division. Later they were known as Districts (In 1973 the district designations were changed to Precincts to eliminate any confusion with patrol Districts in the City of St. Louis). The Criminal Investigations Division conducted criminal investigations and followed up on information supplied by patrol officers. In December 1955 the Staff Services and Inspection Division began operation with four policemen assigned. At the end of the first year this division had a lieutenant, sergeant and six policemen. The division duties involved supply, purchase, evidence control, budgeting, personnel matters, general administration, planning and research and special investigations. In addition, the division was responsible for vice control and investigations (liquor, gambling, narcotics, and prostitution). By February, 1956, the responsibility for employee training was also placed under the Staff Services and Inspection Division.

Salary/Benefits

At the end of the first year of operation the Department of Police was authorized 113 employees, 95 policemen and 18 civilians. The following schedule represents the 1955-56 salaries:

<u>Title/Rank</u>	<u>Salary per Annum</u>
Superintendent (Colonel)	\$10,000
Deputy Superintendent (Major)	6,600-7,248
Lieutenant	5,500-5,928
Sergeant	4,780-5,268
Policeman/Policewoman	4,200-4,608
Senior Radio Dispatcher	3,720
Radio Dispatcher	3,600
Telephone Complaint Clerks	3,000
Secretary/ Clerk-Steno	3,600

Two weeks of paid vacation were provided for each employee. After 10 years of satisfactory service, an additional week was granted. Policemen were allowed 24 consecutive hours off duty out of each seven calendar days (therefore, a six day work week). For each two hours of work attending courts and hearings on criminal matters when working other than the day shift, officers were allowed just one hour compensatory time off. (In 1959 the rule was changed to grant one compensatory hour for each overtime hour worked.) A group life insurance program was announced in November 1955 for both commissioned and civilian employees. A \$1,000 benefit was available for policemen and non-supervisory civilians, with sergeants and above eligible for a \$2,500 life insurance benefit. There was no mention of paid sick leave in the initial rules and regulations manual. It was not until March 1962 that a defined pension plan was offered by the County to the commissioned officers, many years after the Citizens Commission identified the need as part of a professional police force.

Superintendent DuBois announced to the news media and police officers that the new Department of Police shoulder patch or logo would be an inverted blue triangle with red edging and the words St. Louis County Police in silver lettering. The initial police uniform was gray, with a gray shirt, black tie and gray pith helmet, with blue triangular shaped lapel pins worn in each lapel of the winter blouse. In the fall of 1956 the pith helmet was replaced by an eight point uniform police cap. The summer duty uniform cost about \$50.00 with the winter uniform more expensive at \$135.00. Probationary policemen were required to purchase their own weapons, handcuffs, flashlight, raincoat, as well as the recruit training uniforms. The training uniform consisted of a gray shirt, gray trousers, and gray baseball cap. The gray uniform was worn until the summer of 1960 when it was replaced by the two-tone brown uniform.



Qualifications

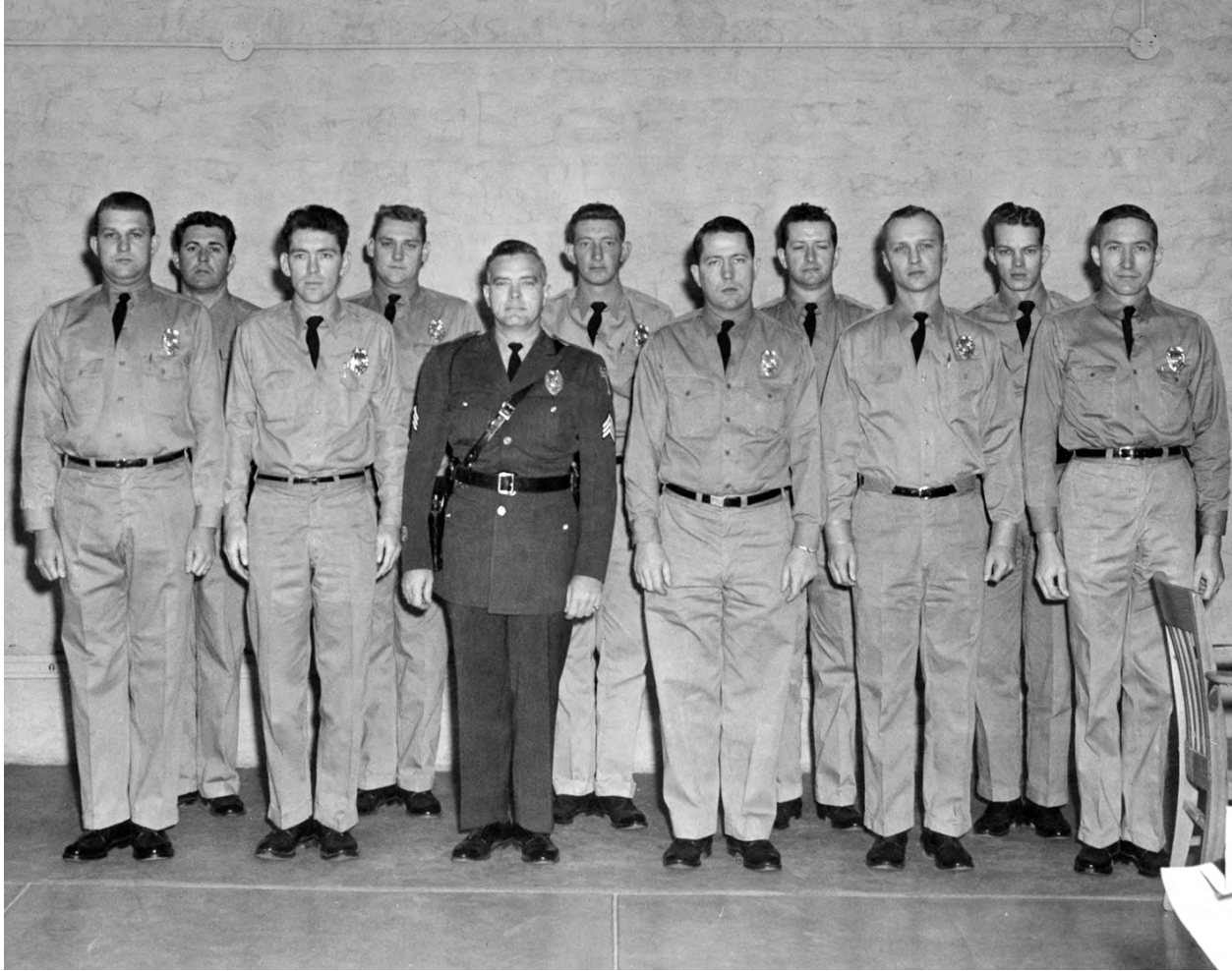
The minimum requirements to be a policeman were typical for the 1950s. Male applicants had to be between 22 and 34 years of age and have a high school education or a certificate of equivalency. Females had to be at least 25 years of age and a graduate of an accredited college with a degree in the liberal arts or science; however, there is no indication this requirement was enforced. Physically, applicants were between 5' 8" and 6' 4" in height and required to have 20/20 vision without glasses. A one year residency in the State was also required. After satisfying these qualifications, the applicant received a job application to complete. The selection process included completion of the application, written exam, oral interview, driver's examination, physical exam, and final interview. The interview board consisted of the Superintendent, Chairman of the County Civil Service Board, and a qualified psychologist from Washington University.

A County Counselor's legal opinion noted that employees of the Sheriff's Office and Constables could join the new department if they had, in the opinion of the Superintendent, a reasonable comprehension of the duties and obligations of a police officer. The selection process was established to determine their abilities and fitness as police officers and included submission of a written statement indicating their desire to be appointed and completion of the employment application. The deputy sheriffs/constables had to pass a medical exam and physical agility test to demonstrate he/she could perform the assigned police duties. The oath of office included a statement that the employee would "not engage in political activity."

Initially, policemen used their badge number for identification (police reports, etc.). The use of the Department Serial Number (DSN) was not adopted until February 1957 when General Order No. 3-57 assigned 194 DSNs. As an illustration, Superintendent Hensley was assigned DSN 100 and Policeman Jack Fink DSN 117. The general order stated that the DSN, which replaced the badge number, would not be reissued should the employee leave the department. Civilian employees did not initially receive a DSN identifier.

Training

The first training class for policemen was held on March 16, 1956, with the new recruits attending class held in the Clayton City Hall. Each recruit received two weeks of training with the first day including an introduction to the ranking members of the department. The remainder of the first week covered 38 cal. revolver training and range safety. Firearms qualification was held at an outdoor range where the recruits were instructed on hip-shooting, barricade, and prone shooting. Each evening during the first week recruits reported for first-aid training under the auspices of the American Red Cross. The second week was devoted to classroom instructions covering laws and mechanics of arrest, search and seizure, laws and ordinances, juvenile problems, physical defense training, police patrol procedures, reporting writing, etc. Following two weeks of classroom instructions, each recruit was assigned to an experienced policeman for actual practice of the knowledge gained in the classroom. Recruits remained with the experienced officer for at least six weeks before receiving a regular duty assignment.



During the first year of operation, an in-service training course for sergeants and lieutenants was provided which covered basic subjects as well as administrative and personnel practices. With assistance provided by the FBI, a three-day in-service training school for detectives was also held. Several municipal police officers attended these specialized training classes.

Enforcement of State Laws

A review of correspondence and reports during November/December 1955 suggests that a conflict had developed between the Board Chairman and DuBois reference enforcement of the State laws in the incorporated sections of the county. The Chairman had advised in writing that it was the Board policy that DuBois, in each State law investigation, "call-in the municipal chief and work in cooperation with him in the enforcement of the State Statutes on gambling and liquor law violations, as well enforcement of other State laws." DuBois implemented the Board's policy by reducing liquor and gambling violation complaints (involving a municipality) in writing and forwarding the complaint in letter form to the chief of the municipal department. It was noted that reducing the information to written letter was not directed by the Chairman. However, DuBois advised the Board members that a letter was his way of implementing the policy in a practical manner, in order to have a record of each violation called to his attention. Also, DuBois believed he should have a great deal of latitude with respect to liaison and coordination with municipal chiefs

and should not be restricted by any Board policy in relation to enforcement of the State laws throughout the entire county. Further, DuBois advised the Board that he should be permitted to operate in such a manner that a municipal chief would understand clearly that the Superintendent had the authority to take action in any situation deemed, at the discretion of the Superintendent, to require such action.

DuBois further noted that he would make every effort to cooperate fully with municipal chiefs “whom I have reason to believe are administering their department without political or other improper considerations.” Further, he requested that Board policy should allow the Superintendent to be “the sole judge of the reliability of (the) information and be in a position to fully protect his confidential sources of information.”

On December 22, 1955 the Board amended their prior policy concerning reporting and cooperating with municipal police departments reference violations of the State laws. The revised policy read as follows:

“While the duty of enforcing State laws throughout the entire County reposes in the Department of Police, municipal police...have the same degree of responsibility within the geographical limits of their jurisdiction. Thus, in incorporated communities, the enforcement of State laws is a dual responsibility of the County and municipal police...”

“When it appears to the Superintendent that a municipal police...is not properly or adequately fulfilling its obligation to enforce State laws, the Superintendent should take prompt action to see that the County Police performs such function within the incorporated area. Whenever it is feasible to do so, the Superintendent will first call any derelictions in enforcement to the attention of the municipal department and proffer (offer) the assistance and cooperation of the County Police. On occasion it may not be practicable for the Superintendent to do so and it will become necessary for the County Police to move into the incorporated area without prior notice and to act without the concert or cooperation of the municipal police department.”

“The decision as to which course shall be pursued must rest in the judgment and discretion of the Superintendent as the operating head of the Department of Police. In exercising the judgment and discretion which is vested in him, the Superintendent will bear constantly in mind the importance of maintaining proper, friendly relationships with municipal police...and will realize fully that independent action by the County Police will be construed by the citizens...as evidence that the municipal police department in the area affected has failed in the performance of its duty.”

Deputization of Municipal Officers

Provisions to deputize municipal police officers, to be signified by use of arm insignia, was included in the Commission report and designed as an incentive for municipal departments to attain higher standards of effectiveness and to permit municipal officers to make arrests outside their jurisdiction when in hot pursuit. It was anticipated that this would result inevitably in closer cooperation between the municipal police and the Department of Police. Lack of cooperation was a weakness the Commission also identified.

By late 1955 the procedures and standards for the deputization of full-time municipal police officers were approved by the Board of Police Commissioners. Deputized officers were authorized to continue with an immediate and fresh pursuit of a person believed to have committed a criminal offense into any part of St. Louis County, incorporated or unincorporated. The deputized officer had the authority of a County police officer when voluntarily acting at the request of a member of another deputized municipal department or at the request of a member of the Department of Police. One of several requirements for deputization was that the municipal police department had to cooperate in establishing uniform crime reporting procedures and a central records system. During the first six months of 1956 there were four departments who had qualified for deputization: Bella Villa, Ladue, Normandy and Town & Country.

Police Service Contracts

A unique feature of the Charter amendment was a provision enabling the Department of Police to negotiate contracts, upon approval of the County Council, with municipalities desiring police services. The authority to contract with a municipality existed in only one other county department in the U.S. (believed to be Nassau County, New York). The Department of Police conducted three pilot studies during the first year of operation to determine the costs and types of services required for a police service contract.

The Future Years

Nearly sixty years have passed since the voters approved creation of a Department of Police to provide a professional non-political police service for both the unincorporated sections of the county and those municipalities lacking the resources necessary to maintain a full-time and full service police department. Although many of the law enforcement complaints reported in the early 1950s have been corrected through legislation and the establishment of several centralized police services (e.g., recruit training, communications, etc.), the different degrees of police service provided in St. Louis County remain an area of concern and discussion. The crime issues have progressed from minor thefts, gambling and liquor complaints to more serious community problems such as the sale and distribution of illegal drugs, domestic terrorists activity, public corruption, and the tolerance of personal misconduct that was previously considered as illegal behavior (public drunkenness, minor possession of marijuana for example). The current examples of cooperation among police executives in the metropolitan area will serve the community well as new programs and strategies are put in place to address today's difficult and often complex crime problems. The appointment of a second citizens' commission should not be necessary.

May 31, 2012

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