

II

DESCRIPTION AND ANALYSIS OF CRIMINAL CONDITIONS

BY FLETCHER DOBYNS

In the investigation of Criminal Conditions the following subjects were given special attention:

1. Hangouts of professional criminals.
2. The number and classification of professional criminals.
3. Fences for the disposition of stolen property.
4. The use of the Vagrancy Act as a means of driving out professional criminals.
5. Relation of crime to prostitution, the drug habit and gambling, and the excessive use of liquor.
6. Police organization and methods.
7. Police collusion with crime.
8. Professional bondsmen, disreputable lawyers and fixers.
9. The prosecution of crime.

1. HANGOUTS OF PROFESSIONAL CRIMINALS

The first investigation of criminal conditions was directed toward hangouts of professional criminals. The greater part of this work was conducted with the assistance of Mr. Edward Altz, chief investigator, and various other investigators, operating under his direction.

Mr. John P. Mortimer and Mr. Paul R. Classen were especially useful in this work, and Officers Loose and Gray, detailed to the Committee by Chief Gleason, rendered very valuable service. The detailed report on the patrolmen and night shifts and other conditions in the Police Department was made by Mr. W. C. Dannenberg. Mr. Altz and his assistants mingled with the different pickpockets and known criminals of the city, associating with them day after day, night after night. They passed as crooks of various kinds, and in this capacity obtained direct information regarding the places where criminals assembled. These investigators reported a list of about one hundred meeting places or hangouts of professional criminals.

The greater number of these hangouts were found to be saloons, with a smaller number of poolrooms and a few restaurants. In twenty instances these saloons are operated by men with criminal records. Some of these hangouts are the resorts of definite classes of criminals, while others are the meeting places of almost every kind of crooks. Some, for example, are the hangouts of pick-pockets, others of "strong-arm men," while others are frequented more commonly by confidence men, or by panderers. Sometimes they are used as clearing houses for stolen property, and very often they are operated in close connection with houses of prostitution.

A typical illustration from testimony submitted follows:

"Saloon, hangout for criminals. Sherwood Smith hangs out there. . . . Oliver Harquist, Mushmouth Kline, one Buddy, William Burns, and a number of others whose names we have not been able to find. I have found this place on two or three different occasions in company with crooks. I have heard conversations between the crooks and the bartender, in which they discussed the best places for operation at that time."

— Saloon. Red Lewis, Eddy Lewis, Harry Knouton, Doc Dobis, Chicken, Charles Davis, Kinky Jew, Tear-a-way Kid, Eddy Bowler, Fred Kerwin, Eddy Creely and George Hogarty hang out there. . . . While I was in there two policemen came in and both of them took a drink at the bar without paying for the drinks, and both spoke to these men that were in there at this time, among them the Kinky Jew and the Tear-a-way Kid, and Eddy Bowler."

"After they went out these men boasted of the fact that they were safe in there."

"That policemen did not dare to take them out of there."

"Pool Room, ———, is a very bad place and a good many dope users hang out there. Most of the pickpockets that frequent that

vicinity hang out in that place, also boosters, shop-lifters, etc., that work the stores in that vicinity and frequent that vicinity."

"Cigar Store. Little Hugo, John Saunders, Mendel Simon, Harry Stein, Patsy Keegan, Moe Feinberg and Tom White hang out there." (Out of this place _____ was taken by the investigators of the Committee, and sentenced to six months in the House of Correction under the Vagrancy Act.)

As a rule these resorts are not molested and, indeed, in many instances criminals seem to think that they are immune in these places. They appear to regard them as cities of refuge from which they cannot lawfully be taken. Such resorts are sinister breeding places of crime, and their continued existence is a standing menace to the safety of persons and property in Chicago. In these places criminal acquaintances are made, prospective "jobs" are discussed and past ones related. From these haunts criminals go forth to make their raids and return after their work is done. It is, of course, impossible to prevent the assembly of groups of criminals as long as their presence in the community is tolerated, but they should not be permitted to meet in public places, such as saloons, poolrooms and restaurants. That a large number of these dangerous resorts exist is due to one of two causes, or possibly both—either fear or indifference on the part of the authorities or incompetence in the securing of adequate evidence to convict the criminal characters who frequent them. If the licenses of known rendezvous of criminals are revoked and not restored, either to the same person or place, the practice of harboring these criminals will speedily be ended; or if the inmates of these places were taken under the Vagrancy Act, discussed in the latter part of the report of the Committee, they could undoubtedly be convicted and restrained from running at large.

2. NUMBER AND CLASSIFICATION OF PROFESSIONAL CRIMINALS

The investigation covered the number and kind of professional criminals in Chicago. This list includes men of criminal records and reputation who in the main are not pursuing any lawful occupation, and who in most instances are actually engaged in the practice of their criminal profession. A detailed list of 500 such criminals was supplied to the Committee by our investigators and it is estimated by the chief investigator that there are many times this number of this class operating in the city. The list of 500 includes only such names as were actually checked up in the course of the investigation. In this group various types of criminals are included. The principal classes are as follows:

Pickpockets, or "dips."

Burglars, or "proawlers," divided into "day prowlers" and "night prowlers."

Shop-lifters, or "boosters."

Hold-up men, or "stick-up" men.

Confidence men of all grades from high class "con men" to low class.

Safe blowers, known as "peter men," or "yegg men."

Gamblers of all types and descriptions, from crap shooters to those in the "big games."

Panderers, living on the wages of woman's prostitution.

All around crooks, who have not specialized in any particular branch of crime, or perhaps have specialized in several lines of criminal activity.

These men carry on their work from year to year apparently without fear of successful interference with their occupation. Occasionally raids, arrests and round-ups are made, and in some instances convictions are secured, but broadly speaking this group of enemies of society have entrenched themselves in such a manner as to have little to fear from the law. They have formed a crime system which gives its members a reasonable sense of security. Among the members of this fraternity the rates for insurance against conviction of crime ought not to be much higher than the prevailing rates, outside of the fraternity, for burglary insurance, or hold-up insurance. It is possible that a pickpocket may be arrested and convicted, just as it is possible that the citizen may have his pocket picked, but the chances are equally great in either case. They have built up lines of defense consisting in part of the corrupt lawyer, the fixer, the corrupt politician, with the further assistance of our antiquated system of criminal procedure, until they have made their business about as safe from governmental interference as any other form of business. A "fall" (that is to say an arrest and conviction) is possible in the underworld of crime. Indeed, many groups of thieves provide what they call

"fall money," for such an emergency. But the chances for such an occurrence are not very great.

The statistics prepared for the Commission by Miss Abbott, show in the case of criminal complaints that the convictions amount to only 12 per cent, and of these only one in thirty receives any other punishment than that of a jail or a Bridewell sentence for a felony, which is legally punishable by imprisonment in the penitentiary.

The crime system is not a system in the sense that it is centrally organized, that is completely centralized, and under fairly close control. The degree of centralization differs in the various branches of crime. The pickpockets for example, are probably the best organized, while burglars and hold-up men are regarded as the lower grade of criminals. There are dukes, counts and lords in the criminal group, but there is no king who rules over the entire population. The closest approach to centralization is found in the lines of political influence that converge toward a small group of men, characterized as the men, or sometimes even the man "higher up." While this criminal group is not by any means completely organized, it has many of the characteristics of a system. It has its own language; it has its own laws; its own history; its tradition and customs; its own method and technique; its highly specialized machinery for attack upon persons, and particularly upon property; its own highly specialized modes of defense. These professionals have inter-urban, interstate, and sometimes international connections. In fact, when we consider the opportunities for escape from detection, by collusion or connivance, or incompetence of the police, by the work of the professional fixer; by the pressure of political influence; by the inactivity and incompetence of prosecutors; the spineless attitude of some judges, or by some loophole of escape in the mazes of criminal law, we must admit that professional crime is better organized for defense against the law than society is for the apprehension and conviction of the professional criminal. The details of this system will be outlined in the pages of this report so far as its ramifications have been investigated and exposed. It is not to be presumed, however, that the inquiry made is by any means exhaustive, of a group so subtle, shifty and secret in their methods as the professional criminals in a great city like Chicago. The roots of their system strike deep, and they also reach high and wide. It is not been possible to follow them all.

One of the most highly specialized groups in the criminal class, is that of pickpockets or "dips." A special investigation of this group was made, under my supervision, and lists of notorious pickpockets and of their hang-outs, and detailed descriptions of their methods of adequate defense, were supplied to the Committee in the course of public hearings upon this question. The testimony showed that there are approximately 500 pickpockets in Chicago, and a list furnished contained the names of a large number.

The testimony showed that pickpockets almost invariably work in what is known as "mobs," or "gangs," of from two to five men. A complete mob consists of a "fan," who "locates the office," that is to say, locates the pocket book or "poke." The next member is the "stall," whose duty is to make the victim change his position in such a manner that the "instrument," can get at his pocket. This can be done by having the stall step on his toes or give him a shove. The man known as the "instrument," or "wire," then takes the "poke" or pocket book, which he immediately passes to the person known as the "switch." The "switch" makes his escape or in some instances relays it to still another member of the mob. The "stall" in the meantime may interfere in the pursuit, if the theft is discovered. There are, of course, many variations in the method, depending upon the size of the mob, and the peculiar methods of working. It is reported that in some instances that three men constitute a mob, one acting as an instrument, the other as a switch, and the police officer acting as a stall. Favorite places of operation were also indicated by our investigator, including Halsted street between Madison and Sixteenth, Halsted and Sixty-third, Madison street, from Canal west to Roby, Riverview Park, Ashland and Forty-seventh. Pickpockets also work in banks, elevators, office buildings, and in department stores. In the latter case their work is called "moll buzzing." Many of these gangs operate constantly in Chicago, while others, particularly during the summer time, leave the city in order to make the race tracks and county fairs near the city.

Pickpockets have several main lines of defense. The strongest of these is direct collusion with officials on the police force. The nature and extent

of this co-operation will be discussed in that section of this report dealing with the general subject of police collusion with criminals.

In other instances they are defended by certain lawyers, regularly employed for that purpose. These attorneys secure the release of the pickpocket by means of a writ of habeas corpus, when the case is not promptly booked at the station or through insufficiency of evidence, where cases come to trial; or through various other legal technicalities in the use of which their long experience gives them great skill. Pickpockets appear to be better defended from the legal point of view than any other group of habitual criminals.

A striking illustration of the ease with which they evade the law is found in the case of Eddy Jackson, a well known dip, who for so many years escaped punishment that he came to be known as "Eddy the Immune."

A few of these pickpockets operate with the knowledge of the police officials, who allow them to operate either because of corrupt connivance, as indicated above, or because of alleged inability to secure evidence leading to a conviction.

Another group of professional criminals is made up of the burglars of various classes. Some of them are known as "night prowlers," who operate after dark, and "day prowlers," who work during the day. A special branch of this class is the "booster," who works the department stores, and other shops. Further there are innumerable special classes of automobile thieves, freight-car thieves, jewelry thieves, horse thieves, wagon thieves, and many other persons who make some brand of larceny a specialty. They do not seem as a rule to be as intelligent or as well organized as the pickpockets, nor do they have as complete arrangements made for their defense as do the "dips." While the percentage of conviction for larceny is somewhat higher than other cases, yet on the whole the professional prowler may carry on his occupation for a considerable time without much danger of interruption.

Safe-blowers, otherwise known as "peter man," or "yegg-men," are also found in considerable numbers in Chicago. Many of these men do not operate in this city, but make Chicago their headquarters. From this point, as a center, they go out to do "jobs" in cities or towns within a radius of several hundred miles. When their work is done, they take refuge in Chicago, where the possibilities of detection are not very great. Safe-blowing is by no means unknown in Chicago, yet in the main, the Chicago safe crackers regard this as their dormitory rather than their workshop. They are likely to be known to the police, however, and, therefore, must provide themselves with defense against the arm of the law.

This protection must be some form of political influence, or a cash payment to secure silence. "Peter men" are among the aristocrats of the criminal world. They regard themselves, and are regarded by the professional criminal as superior to such types as the prowler, or the stick-up man. The vigorous attempts made by the various banking interests to run down and punish safe-crackers, makes their pursuit much more hazardous than most crimes. The men who follow it, therefore, require a degree of nerve and ability which is not necessary in the sneak thief or hold-up man.

The hold-up men include a rather ill defined group of "strong-arm" men, who are ready to do any rough job, as strike breakers, labor sluggers, or otherwise. The "stick-up" men who are professionally engaged in the hold-up business and gun-men are ready for almost any kind of a job. "Stick-up" men may follow some other line of criminal work. They sometimes work in gangs like the Gilhooley boys, the Dooley boys, or Rooney's gang, who are ready for any sort of strong-arm work regardless of consequences to themselves or others. Others work individually in the hold-up business or sometimes they operate in pairs. One of the striking features about hold-up cases is the large number of instances in which the robbery is committed by very young persons, not infrequently by boys under 21 years of age.

Another class of professional criminals is the so-called "con" men or confidence men. There are many varieties of these, from the short-change men up to the perpetrators of more pretentious schemes of fraud, such as those of the wire-tappers, and the organizers of fake or fraudulent businesses. "Con men" is a flexible term and does not indicate whether the particular person is "high class" or "low class." They frequently perpetrate the most bare-faced and apparently impossible frauds, especially upon visitors to the city, who are ignorant of their ways. Offering to sell the Masonic Temple

seems like a transparent device, but it has been accomplished more than once. The operations of the Clairvoyant Trust and of the wire-tappers have recently been exposed, and are now matters of general knowledge. These ingenious con men work with relatively little fear of interference. Their defense consists principally in protection by the police department, as conviction for confidence games is not very difficult to procure. In general, therefore, they must divide their earnings with those who give them immunity from police inference.

Our investigation also shows the existence of gambling on a large scale. The chief investigator estimated the number of "hand books" alone in Chicago at about 300, and of these, 50 were actually checked up. Investigators made bets or heard bets made, and saw the money passed in fifty places scattered around the city of Chicago. The Committee also found that there are a number of "clearing houses" for gambling in Chicago. A clearing house is a place where the news is received direct from the race track as to the different horses about to run, the riders, and whether the horse is scratched, and so on. A wire is leased and race track news from all over the country obtained over it. Then this in turn is distributed to the smaller clearing houses, and from them sent to the different hand-book makers. One clearing house was located at 2032 West Madison street. Here the wire was tapped and the investigators reported the conversation. The following is a report of an investigator on Saturday, November 28, 1914:

I went to 2040 West Madison street at 11 o'clock a. m. Both phones were working, Bell and automatic. The following is what I got over the Bell phone: Somebody called up and said: "Hello, Ed." Ed said: "Yes." The other party said: "\$10." Then Ed said: "All right." Somebody called up and said: "Hello, Ed, how is the track?" Ed said: "Fair." The other party said: "Has Hester Pryne got a rider?" Ed said: "Yes." The other party said: "\$10 on Hester Pryne, \$10 on Fairy Godmother." Ed said: "All right." Some fellow called up and said: "Hello, Long, this is Billy. Got that pony?" Ed said: "No." The other fellow said: "Will you call up?" Ed said: "Yes."

Somebody called up and said: "Hello, Ed, who won the second?" Ed said: "Chupadero." The other fellow said: "All right." Ed called up Monroe 230, and said: "Is that you, Smith?" Other party said: "Yes." Ed said: "Hester Pryne, Thistle Blue and Montpelier entry on the 4th race." The other fellow said, "\$10 on each, that makes \$30 in bets that I owe you." Ed said: "All right."

Ed called up Monroe 230 and said: "Hello, Smith, Hester Pryne scratched." Smith said: "What odds." Ed said: "Two and two and one-half to one." Smith said: "Put two on Flitter Gold, two on Thistle Blue, and two on Ten Points. Here is some more money for you, Ed, from Harry. My bets go the way I laid them."

Ed called up Canal 5095, and said to the party that answered: "One, Four, Six winners."

Our investigator further reported that there is a general understanding among the persons frequenting these places that the handbook system is controlled by one person. It is a matter of general understanding among the handbook fraternity that these books are operated under police protection. It is stated that \$50 a week is received for each book run. If there are three hundred books, as estimated, then on that basis the total amount paid for police protection would aggregate nearly \$800,000 a year.

3. "FENCES" FOR THE DISPOSITION OF STOLEN PROPERTY

A large number of burglary and larceny cases, amounting in the year 1913 to 11,906, indicated the desirability of a thoroughgoing inquiry into this subject. Obviously such extensive stealing could not take place unless the disposition of stolen goods was well organized. Very shortly after the investigations were begun the story came to our attention constantly that one of the largest and most complete organizations for the protection of crime in this city is that between burglars, thieves, shoplifters, and the receivers of stolen property, usually called "fences." Investigation of these reports was undertaken for the purpose of finding the system and recommending remedial measures.

The system is operated in the following manner. A man who is known as a "fence," receives stolen property from any accredited thieves who may bring it to him. He is an individual fence. But there are many of these fences who are "wholesalers." They have regular crews of burglars and

shoplifters who go out and obtain goods for them. They have wagons marked as milk wagons, or bakery wagons, so that they can make their deliveries in the early morning hours. In other words, these fences are the center of a spider's web of thieves and burglars who are on intimate relations and between whom there is more or less well defined working partnership. Another class of thieves have their representatives in other cities. A buyer from another city wishes, for example, so much cloth of a certain kind, or it may be jewelry. He sends his order to the fence, who takes the matter up with his burglars or shoplifters and they in turn send out their buyer who goes to the various places where he thinks these goods may be found. This buyer goes in and under a pretense of wanting to buy the goods, will look over the place and see what is there, notices what exits there are, and finds out where the goods he wants are located. At night the burglars have their milk wagons or bakery wagons at the shop, and the "job" is "pulled off." The goods are then delivered and immediately sent out of the city to fill the order.

There are also gangs who get orders not only from out of the city, but from in the city for quantities of goods. They say to the fences, "We want so much goods," then the fences get in touch with their mobs or gangs, who go out and steal this material. It is then delivered to the wholesaler, all marks of identification being removed, and the goods are delivered, either in or out of the city. This practice is the very foundation of shoplifting, burglary and thieving of every kind.

The statement of Officer Loose, detailed on this investigation, is as follows:

"Wholesalers deal with people usually from out of town, who know the kind of property they are buying when they deal with the wholesaler. The wholesaler will receive in total, an order for a large amount of stuff, a large mass of stuff. The wholesaler don't run a mob of burglars, except the larger size fences do. Now when the wholesaler receives sufficient orders totaling a large amount, he communicates with the different fences, those that run mobs, and the fences then send out what they call the fence "buyer" into the store that carries a line of stock that the wholesaler requires to fill his order. He visits a sufficient number of stores containing stock to fill the total amount of the wholesaler's order. The buyer then reports back to the fence the list of stores containing this stock. Then the fence sends out what they call the head burglar, and he looks over the list that has been submitted by the fence's buyer and notes the best entrance. Then he reports back again to the fence, and then, on the report of the buyer and the chief burglar for the fence, the fence and the wholesaler then agree on the burglary of these stores to fill the order that the wholesaler has. Now, to see that the fence's buyer has not reported wrong about the class and quality of the stock there may be in the store to be burglarized, the wholesaler has a man that they call the wholesaler's buyer, and sometimes, not alone the wholesaler's buyer, but the wholesaler himself goes there and looks the situation over, and rechecks the list furnished at the time, for the series of burglaries to be made to fill the contract of the wholesaler, and if the goods come up to their requirements in quantity and quality, the fence then gets the job, and in the afternoon of the day that a certain burglary is going to be made, the wholesaler is then communicated with, and he knows what places are going to be "busted" that night, and he knows what the contents are, and to what customer that will fit that he has an order from, and then the job is done, and the stuff is not taken to the fence at all then. It is taken directly to the wholesaler, and the wholesaler has his boxes ready, and he snips off all identification marks, and packs the stuff in boxes, and by the time the man gets down to his store, and finds that he is burglarized, the stuff is on the way out of town. That is the system."

Occasionally the system goes wrong as the officer indicated:

"A big job came off on the North Side a little while ago in which there was a mass of fine handkerchiefs stolen. The fence came into possession of the handkerchiefs and sent out what they call the fence's salesman with samples of the handkerchiefs. Unfortunately he visited the very man from whom the handkerchiefs were stolen, with a sample handkerchief to sell them to him. Of course, he bought them there, and when they came there to deliver them, there were two officers there, and they grabbed them, and they had a big bundle of handkerchiefs."

The man who steals something to put in his own pocket would not raise

petty stealing to the dignity of a business or organization. The largest part of the theft is what may be called "syndicated stealing." Probably 95% of the thefts are connected in some more or less closely organized way with the professional fences. In short, the fence is the center of burglary and all other forms of thieving in Chicago.

The amount of property stolen each year, the systematic manner in which it is done, and the innumerable ramifications of the system, have taxed the credulity even of those somewhat familiar with the workings of the criminal world.

There are a large number of fences scattered over the city. The number is estimated at 300 and the investigators located 50 of these definitely. The fences deal in various kinds of commodities. They handle groceries, leather, shoes, toilet goods, woolens, silks, and other like goods. Jewelry is handled by pawnbrokers as a rule, or by special kinds of fences. Those saloons which are used as criminal hangouts are also likely to fence jewelry.

Investigators for the Commission obtained definite information regarding the fence system in the following way:

Two of the investigators posed as thieves. They obtained addresses of supposed fences, cards of introduction to them, or in other cases, passwords, numbers or names, all for the purpose of assuring the fence that he was dealing with persons handling stolen property. They secured a room and placed in it stocks of goods, consisting of woolens, ready made suits, trousers, ladies' dress coats, groceries, shoes, leather, grain, oats, spool silk and feathers. With this room a dictagraph was connected in order that conversation with those who came to buy supposed stolen property might be recorded. The dictagraph work was done by A. J. McGurn, an expert dictagraph shorthand writer. These supposed burglars then went out for the purpose of locating presumed fences. One of the investigators says: "We would naturally appear to be very suspicious all the time. When we went to a place we would be absolutely sure to get the man we were sent to, so that there could be no slip anywhere. As soon as we could, we made our connection right away, either by the pass word, or sometimes it was necessary that we would say that a man had been in to see him three or four days or a week previously, and told us to come in to see him about buying a certain line of goods. If he was still doubtful or reluctant to talk to us, we produced a card, and in almost every case that settled the matter right there."

A typical case reported by the investigators is as follows:

We went to ——— and told him that a friend of ours told us to call and show him some samples of some woolens which we had. It appears from Mr. ——— conversation that the man who had gained entrance there had been there some three weeks before, and ——— did not remember the connection very well, and hesitated to do business with us, saying, that we could not blame him for being careful. We told him that we would send our connection around again and would see him later.

Three days later, to make our proposition more genuine, we called at ——— and secured from them several samples of high grade selvedged woolens, and then went to ———. When we arrived there, Mr. ——— was just arising. He remarked that he had been out to 2:30 a. m. that morning, and said that sometimes it was necessary in business to stay out late. We then proceeded to business. We showed Mr. ——— the samples, and he wanted to know how many yards of each piece we had. We informed him that we did not know exactly, but had approximately about 250 yards of each kind (or about 1,600 yards in all). He then said: "Boys, I can see you are new in this business. Let me give you some advice. When you steal this stuff, there is always a ticket on each bolt, giving the number of the goods and the number of yards in the bolt. Take a piece of paper; make your own numbers for your samples, and then write the number of yards. Then take the original ticket and burn it up. Then there is no check on it, and you can tell the man you sell it to just how many yards of each kind you have." We asked him if he could use the 1,600 yards. He said: "I could use 16,000 yards if you had it, or all you can get. There is no limit to me. The man I do business with is as solid as a rock. Away up high." We then talked about price. We asked him if he would give 50 cents a yard for it. He said: "To a user, it would be worth that much, but to me, a dealer, it would not. Of course, you know I would not use this goods here myself. I dispose of it to other

people. Will you boys trust me to give you a square deal?" We said if he would be square with us he could do a lot of business with us.

He said: "I can use anything you get—suits, shoes or anything there is any money in." He said: "The fellow who sent you here is a coward." He said: "Well, I will go downtown right after my breakfast and see my man. If he gives me 60 cents a yard, I will give you 50 cents. If he gives me 50 cents a yard, I will give you 40 cents. You see, I am entitled to 10 cents a yard for my trouble, anyway." We then asked him where he wanted the stuff delivered. He said: "That's my business. I don't ask you where you got your stuff stored. I don't want to know. You don't know where any stuff goes, so we are all safe." He said: "I will send an expressman to you. You give him the goods, pay for the expressage, and he will take it where I send him. That is all there is to it." He said: "Why I do this, is this: If you get an expressman, and he knows what kind of stuff you have got, and knows where it comes from, he will haul it about two blocks, and then say he wants \$25, or he won't go another foot of the road. If you get an outside party, and a different expressman each time, nobody knows your business, and he just gets so much for doing his job, and that is all there is to it." He then asked us what kind of stuff we had. We told him that we had sold 100 suits just the other day for \$3 a suit. He said he could use all we could get. He said it would be best for us to come back tonight to close the deal, as he would then know just how much he could pay us, and he showed us the kind of lining he wanted in the suits. We professed not to know what kind of lining was in our suits, and he took us over to a case and showed us a suit with a black serge lining. He said: "If you can get those kind of suits, with those kinds of linings, that is the best kind to get. They are easier to get off your hands. When you come in tonight, if there is any customers in the store, just take the sample book and pick out the goods and order a suit." We agreed, and left, and promised to return at 7 p. m. We agreed to steal 100 suits for him later on in the week, and left his store at 11:35 a. m.

As per arrangements made with — this morning, we called at his place of business at about 7:30 p. m. — was in the act of pressing a suit, and was the only one in the place. He said: "Come over, boys, let's get better acquainted. Now, boys, we have talked several times. This morning when we were here, we talked long, framed a deal, and everything is all right, but one thing, if you had one little word, we could open up and talk business freely. You cannot blame me for being careful. You fellows were in here the other day and didn't have the pass word." So I remarked: "How would 'Innocent' do?" (which is the password). He shook hands very warmly and said: "Now we are brothers." And from then on appeared to be more free with his information. The first thing he said was: "I do a little job myself now and then. In fact, I was out on a job last night. I am well protected, and pay for it, and I help my friends when they are in trouble, so you see we will have no trouble in our dealings." He then asked us about how many suits we had. We told him about one hundred. He said: "Well, bring me out a pants, coat or vest of each kind, but it would be better to bring the coat." He then said: "It is a little harder to get rid of suits than it is the cloth." He said he could handle everything. He said: "You see this room here? Many a time I had that full of cigars, leather, cloth or anything. A safety pin is small (indicating with his fingers). A diamond, that's large. So we can handle anything from a safety pin to a diamond." We remarked that we could steal some leather, but it would be Chicago stuff. He said: "That's all right; I have a mighty good friend in Kansas City, but I always like to know if it is Chicago stuff or not, for if it is I ship it out to Kansas City quick." He then said: "Call me up on the automatic at the United Cigar Company Store at Twelfth and Halsted Streets tomorrow morning at 9 o'clock, and ask for me if it is this number. When I say 'yes' you say, 'give me the watch.' I will say, 'All right, how many.' Then you tell me the number of yards you have of each stuff." He said: "When this deal goes through, and everything is all right, when I meet you on the street we are friends no more. You don't know me, and I don't know you. When I get in trouble, I don't know your name; I don't know anything about you, and I cannot tell anything. You don't know anything about me. Man for man, we get a square deal." He then said: "But whenever you get some stuff, of course, we know you are all right. You come right here, and we will clean up the deal. Now, boys, when we make a deal, a deal is a deal. If I tell you you get \$1.00 a yard, you get \$1.00 a yard. If

I say 50 cents, you get 50 cents. Once the price is given, you get it. There is no come back at all."

In view of the fact that the location of these fences may be easily ascertained by investigation, and in view of the enormous importance of the fence business in relation to organized theft, we draw the conclusion that the regular police have not pursued receivers of stolen property vigorously. It is not at all difficult to obtain the names and addresses of fences, to demonstrate their practice of receiving stolen goods, and having done this, to establish such a surveillance over them as to put an end to their unlawful business. If the business of receiving stolen property was broken up the amount of theft in Chicago would rapidly decline. The enormous amount of thieving now going on depends primarily upon a broad market for stolen goods. With the destruction of that market the organized business of thieving would practically cease. Too great emphasis cannot be placed on the fact that the fence is the center of the whole system of organized thievery, and that with the elimination of the fence the system collapses. There would then remain only such casual theft as an individual might commit. This occasional theft is so small a proportion of organized theft that the amount remaining would be of relatively little importance. Ninety-five per cent of the stealing in Chicago is syndicated stealing, and the fence is the center of the syndicate.

4. VAGRANCY ACT

As a direct means of ridding the city of professional criminals, counsel for the Committee undertook to demonstrate how the Vagrancy Law might be used for this purpose. This act provides a sentence of six months for vagrants.

The method of procedure was as follows: In each of the different parts of the city a man with a criminal record was picked up by investigators and placed under observation in order to determine whether he had any visible means of support or lawful occupation. The records of these men were looked up; they were watched from time to time to ascertain what occupation they followed. It was found that they were living without working, hanging around saloons and gambling places with no visible means of support and that they, therefore, came within the scope of the Vagrancy Act. Complaints were then signed by the Chairman of the Committee, warrants were issued and placed in the hands of officers and three men were arrested and brought before the court. These men were represented by counsel and their evidence was heard. Witnesses were examined on both sides, with the result that the defendants were found guilty of vagrancy and sentenced to six months in the Bridewell.

Ordinarily when persons of this type are arrested by police, they are charged with disorderly conduct without any definite evidence or a prepared case. In most instances, the result will be a discharge of the prisoner or possibly a very light fine. The purpose of the Commission's counsel was to show that there is an effective method under the existing law of imprisoning professional criminals for a period of six months. If they are given a small fine and cannot pay it themselves, the "fraternity" helps them to pay it and we find that these men go back to their work at once. Consequently the fine is very ineffective. Your counsel is of the opinion that if these men were taken up under the State Vagrancy Act rather than under the Disorderly Conduct Ordinance, which is known as 2012, the courts will enforce it, giving a sentence in the Bridewell, and that these men will be afraid to hang around and would not hang around the city. If this vagrancy law were enforced this would clear the city of those criminals, because they will not work. Rather than engage in any steady industry, they will leave the town. Consequently, we believe that the enforcement of this law would be the most effective way of ridding the town of the habitual criminals who commit 90% of the crime.

The Court stated from the bench that it was the first time that he had ever seen cases properly prosecuted under the State Vagrancy Act. There is no doubt that practically the entire body of professional criminals who now infest the city would be driven out by a vigorous application of this effective law.

The two difficulties ordinarily encountered are, first, the absence of definite evidence showing that the defendant has no lawful occupation. This can be overcome either by the method employed in the above cases—namely, by

special investigators—or it may be done by the regular police force. A card index system could be kept, keeping record of all the suspicious characters and indicating, for instance, the following items: "the defendant, ———, was seen hanging about, not doing any work." Another officer from the same district might send in the same report another day. If this information was put together properly, when assembled it would constitute sufficient evidence that the accused did not have any regular or lawful occupation; that he had a criminal record, and that he hung about saloons or gambling places. If Slim, for example, having a criminal record, was seen hanging around today by one officer and tomorrow by another, or by the same officer on a series of days, it could easily be shown that he had no lawful occupation.

The second defense is by means of the alibi. The defendant usually comes in and declares that he is employed at some place, and he will have a witness or witnesses to swear that he has been so occupied. In the cases handled for the Committee, the moment the arrest was made the officer was instructed to ask the men what they were doing and where they were working. The officer questioned them with the greatest thoroughness about their employment for the past month and obtained names and addresses. The officer was instructed immediately after the arrest to go directly to these persons and ascertain whether the statements made by the defendants were correct. It can be made perfectly plain to the parties whose names are given as employers that the entire truth is sought, and if it is not given that anyone who suppresses it will be liable to charges of perjury, and in addition to a charge of criminal conspiracy. In that event, the alibi furnished as waiters and bartenders, or like favorite devices, would be far less frequent and useful. Energetic and intelligent handling of this situation would make effective enforcement of the Vagrancy Act possible. It would destroy the principal obstacle that has defeated the law and the court and prevented judges from acting vigorously under it. As an illustration of the frequency of the alibi practice, the following report is illuminating:

"One of the investigators went to one of these notorious hangouts that has been given. The head of that hangout agreed to take any jewelry from him that he might get. He further said: 'I will give you the name of a man that you can see if you are arrested for vagrancy. You call him up and you can have him tell them that you are working for him.' He said: 'You give them the telephone number and if the police call up he will say, yes, he is working for me.'"

Illustrating the importance of physical and mental examination of persons found guilty of any charge before sentence is the experience of the Committee with the three persons found guilty under the Vagrancy Law. Two of these submitted to an examination by Dr. Hickson of the Psychopathic Laboratory. One of them was found to be a dope-fiend and the other an alcoholic. In imposing the six months' sentence, therefore, note was made of the fact that one should be given the cure for the drug habit and the other should be given the cure for alcoholism. The third defendant refused to permit an examination, but after some weeks in the Bridewell asked voluntarily for an examination. His family history on both sides was found to be extremely bad, with melancholia on one side and suicide on the other. He was pronounced by Dr. Hickson a sociopath, that is a person of higher grade than a moron, but one who finds great difficulty in getting on with those around him. Such a defendant really requires a sheltered life in which he may be so far as possible protected from evil associates and environments.

The following concrete practical suggestions on the subject of vagrancy were presented to the Committee by Mr. Dannenberg:

"The reorganization system provided for a series of records, to keep a check on vagrants, as well as other offenders, and at present there is a printed report blank (see exhibit "C"), to be filled out in case a vagrant is found. Upon investigation, however, it has been ascertained that this form is not as practical as many others might be. I have taken this phase of the work up with some of the municipal judges, and explained to them a card system, which I have advocated for some time, in regard to vagrants. All of the judges to whom I have spoken have approved of this simple and convenient method, which is as follows: It would simply be a small printed card, running something like this: Name, address, place of employment, employer's name, description, where found, remarks, date, and officer. Each officer would be

required to carry a number of these cards with him at all times, and whenever he had occasion to believe that any individual upon his post did not have any lawful means of support, it would be his duty to fill out one of these cards. He would then ascertain whether it was true that the person worked at the place he claimed. If not, the card would be filed in the alphabetical file in the station. The next time this officer found the same individual on his post, he would do likewise, and, in turn, every other officer who found him on his or any other post. The result would be that in a very short time, there would be five or six cards turned in on one individual. That would constitute sufficient evidence to secure a conviction under the vagrancy statute. The captain or some other subordinate should go through those files every so often, and pick out all cases where there was sufficient evidence to secure warrants, and cause the arrest of the offender. This would be a very simple way of securing sufficient evidence to secure convictions on the vagrancy law, and the cards would all be admissible as evidence, because of the fact that they were taken in the presence of the defendant, and at the time the questions were asked.

"Under the present system, there is not any organized attempt being made to keep a thorough and up-to-date record on various characters which are to be found in any police district.

"If a report system, as I have outlined, was in force, it would be a simple matter to have a card index file on every bad character in every district. What they have now does not amount to anything.

"As an example, I will cite some personal experiences along this line:

"A year ago about this time I was in charge of all vice work. In the various districts where vice flourished I found nearly every place operating with the aid of one, two or more 'look-outs.' A 'look-out' was an individual (I would not disgrace the word man by classifying them as such), whose duty it was to remain outside the premises occupied by his employer and watch for the police, my men, or myself. If he saw any one of the three mentioned he would signal those within to lay low or hide. I have seen as many as thirty or thirty-five such characters in a district six blocks long and four blocks wide, while ten or twelve patrolmen patrolled the streets, hour after hour, without molesting one of them. They, in fact, paid no attention to a patrolman, but would run when I appeared, because I was ousting them from time to time. I asked them why they were not molested by the police of the district, and was told they could not get anything on them, nor could they drive them out. After some weeks of activity on my part, they organized a so-called club, thinking that if they ran to the club house when I appeared, that they would be immune. I then had the cards printed, as I have advocated, and one night entered the so-called club and took the names, addresses, places of employment, etc., of every one, about thirty or more in number. The result was, the club broke up and they all quit the district almost at once.

"What's the matter with doing this same thing with tough pool-rooms, saloons, and other places of bad repute? All you need, is to find them there a few times, after you find they have no lawful means of support, and then you can arrest all for vagrancy. It is not hard to secure convictions under this statute, if handled properly."

5. RELATION OF CRIME TO PROSTITUTION, DOPE, LIQUOR and GAMBLING

The work of the investigators developed a close inter-relationship between prostitution, the use of habit-forming drugs, the excessive use of liquor, gambling, and professional crime. In general these various forms of activity are linked together very closely, and their study in combination throws much light on the characteristics of the so-called underworld.

The habitual criminal is very likely to live with some woman whose protector he is, and who prostitutes herself for his profit. He may be merely the "lover" of this woman. He may be working as a pimp, who procures trade for her, or he may be serving as a go-between with the police. The use of habit-forming drugs, such as morphine, cocaine, opium, heroin, and other similar derivatives, is extremely common, not only among prostitutes but also among criminals. The habitual criminal is likely to be not only the protector of a woman, but, with her, to use some one of the habit-forming drugs.

Alcoholism is also closely connected with professional criminality. This is true, however, not so much of the higher grade criminals who require intelligence and nerve as of the lower types, such as the stick-up man or so-called cheap thief. The alcoholic cannot easily become a member of an expert

gang because of the danger that he will not be able to control himself while conducting a "job," or that his tongue may be loosened to such an extent that he will talk too freely after the commission of a crime.

The same thing is true of the dope fiend who in his last stages becomes incapable of work at any time, except the desultory activity of a sneak thief, or a casual sticking up of some person, under the spur of necessity, for money to buy the drug desired. Gambling is, of course, a common practice among professional criminals, who while away their leisure hours in various games of chance. The psychology of the crook inclines him to take a chance rather than to engage in any steady industry.

A desire for dope is especially powerful in the creation of criminals. Once the deadly habit is formed, its victim will resort to any method to obtain his favorite drug. The sense of morality is deadened and the woman victim usually becomes a prostitute or a thief, while the man may become a pimp, pickpocket, prowler, or member of some criminal gang. One of our investigators testified that 75% of the users of drugs are composed of the criminal class. It is also known that the termination of the dope traffic would have an important effect in reducing the amount of crime.

In the hearings before the Commission, the following testimony was given:

The Chairman: One of the most practical ways of making the city an unpleasant place for criminals, would be to cut off the dope?

Mr. Altz: Absolutely. There is no question about that at all.

The Chairman: They do not want to hang around where there is not any dope? Or, where there is not a red-light district?

Mr. Altz: That is true, those two things together, are, I think, great causes for crime.

The Chairman: If the city broke up the dope traffic and broke up the red-light district, wouldn't it be avoided by many professional criminals and crooks?

Mr. Altz: Yes, that is true. No one will dispute that.

The dope habit is often formed either in a house of prostitution or a poolroom. Ninety per cent of the prostitutes use drugs in one form or another, and they frequently initiate their visitors into these drug using habits. Or the drug may be obtained around various poolrooms or other places, where so-called "runners" peddle their dope. They build up regular "routes" along which they deliver to their several customers the various drugs. These "routes" cover saloons, poolrooms, houses of prostitution and so forth. It is estimated that there are from 75 to 100 runners in Chicago who are engaged in the retail sale of cocaine, heroin, opium, morphine, and so on. The investigation shows that high-class criminals and prostitutes use opium, while boosters, shoplifters and pickpockets are addicted to cocaine and heroin, which is obtained at less expense.

Once in the clutches of the drug, the victim is readily recruited into the criminal ranks. A specific instance of this was reported as follows:

"_____, international safe blower, makes safe jobs all over the United States. This man was a country boy and came to Chicago, entering a machine shop to learn the trade of a machinist. After working at the trade about two years, he married a girl named _____, and went to keeping house in a near-by suburb, near to where he worked. In company with his wife he visited Sunday night dances. At one of these dances he met a prostitute known as _____, who became very much infatuated with him. After meeting him several times, the prostitute induced him to abandon his wife, and go with her to St. Louis, where she opened up a house of prostitution, and _____ was her pimp. While in St. Louis, acting as a pimp, he became acquainted with a number of other men who were acting as pimps for other women. As usual, these groups of men are composed of criminals, and because of his early training as a machinist, safe-blowing became easy to him. He soon became very efficient in the business. He made lots of money and she gave up her house of prostitution in St. Louis and removed to Chicago, and she is working as a prostitute occasionally when the burglar and safe-blowing business is bad."

"_____, 19 years old, mother and father both dead since boy was seven years old. Brought up by relatives in Peoria, Illinois. Came to Chicago and worked for _____ at _____ street. Frequented poolrooms and met _____. _____ was a user of habit-forming drugs, and induced him to begin the habit. While under the influence of drugs, he burglarized a tailor

shop. He was arrested, plead guilty to the charge of burglary and held to the grand jury."

"_____, 20 years old, mother dead, father an engineer. He had been previously arrested on a disorderly conduct charge, but was discharged by the court. Drunk at the time of his arrest. Constantly employed; never got into any trouble except when under the influence of liquor. While employed by the Lake Shore Railroad Company as a brakeman at a salary of \$88 a month, he and another young man got drunk and held up a street car at 63rd and Wabash avenue, taking \$6 from the conductor. He was caught and identified by the conductor, while still drunk."

"A young man frequented a house of prostitution on 22nd street. This is where he acquired the dope habit. He had a girl there, a sweetheart, and it was not long before he was not able to perform any work at all. It was not long before he branched out into a first-class pickpocket. He was arrested a number of times as a pickpocket and shoplifter. After he started using the drug, it was not long before he had associated with thieves and pickpockets, because most of those people around in that district used drugs."

After a course in the use of dope, the victim becomes incapable of expert criminal work, and then many of the most serious crimes, such as stick-ups and even murder, are committed in order to obtain money to buy the drug. A professional criminal runs down the scale of crime. He may start as a rather "high-class" crook. If he acquires the dope habit, he goes on to easier and simpler crimes. He may finally reach such a condition physically, that he is unable to work with mobs. He may go then, get a gun and hold somebody up. This requires some nerve, but under the influence of the drug, he is able to summon nerve for a short time. There can be no doubt that the general suppression of the dope traffic, prostitution, gambling, and the sale of liquor to minors and habitual drunkards, would very materially reduce the amount of crime. The city in which these commodities are not easily obtainable would not long be inhabited by criminals of the professional type. They would soon seek other quarters more congenial. The pickpocket without his dope and his prostitute, would not linger long if there was any place else for him to go. The very fact that congenial groups of criminals may be found in a great city at well-known rendezvous where prostitutes, dope, and gambling are easily available, is one of the factors in drawing the groups of professional thieves, safe-crackers and others to Chicago.

In this connection, it has been suggested that the present law regarding the use of habit-forming drugs be so amended as to provide a prison term instead of a fine for those engaging in the dope traffic, or for those who have been convicted of a crime and are found to be under the influence of the dope habit. It is also suggested that the state law be so amended as to leave no doubt as to the inclusion of drugs other than cocaine, the only one specified in the statute. Under the present ordinance, the maximum fine is \$100. Under the state law, of course, a heavier sentence may be imposed.

In conclusion, attention is drawn to the following considerations:

FIRST: The enormous influence of dope, drink, prostitution and gambling, as recruiting agencies for new generations of criminals.

SECOND: The influence, particularly of alcohol and dope commonly used by professional criminals in driving them to desperate deeds of violence, such as hold-ups, assault, and even murders.

THIRD: The intimate relation between professional criminality, the use of habit forming drugs, excessive use of alcohol, gambling and prostitution. These are the pillars of the underworld, and whenever one is weakened, the power of the others is correspondingly reduced.

6. POLICE ORGANIZATION AND METHODS

The matter of police organization was considered under various heads, namely:

1. The effectiveness of the patrol system.
2. The reports made by detective sergeants.
3. Operators' pull sheets.
4. The police attorney.
5. Handling of cases before Civil Service Commission.
6. Handling of vice reports.
7. Schooling of members of department.
8. Refusal of warrants in certain cases.

The major part of this work was conducted by Mr. W. C. Dannenberg under the supervision of Mr. Dobyns.

Effectiveness of the Patrol System.

The purpose of this investigation was to show the general activities of the uniformed branch of the Police Department. It was frequently asserted that one of the chief causes of the various crime waves, such as hold-ups, robberies, and burglaries of all descriptions, was the neglect of duty on the part of the uniformed branch of the service, which has to do with the patrolling of the various precincts, which includes patrolmen, patrol sergeants, and the commanding officer of the precinct.

A certain number of patrolmen are assigned to every district on each tour of duty, their post being proportioned off according to the size of the precinct, and the number of men assigned. The first duty of the patrolman is to walk his post and keep track, in general, of everything that is going on on his post. The patrol sergeant's duty is to leave his precinct headquarters with the patrolmen, and remain in the precinct, overseeing the work of the patrolmen, meeting each occasionally, and keeping in communication with his station until the tour of duty is at an end. It is up to the commanding officer of any precinct or district to see that the patrolmen and patrol sergeants are doing their full duty. The officer in command is also expected to get around his district occasionally during his tour of duty, so that he will know, of his own knowledge, what is going on.

It therefore resolves itself into this issue: If the patrolman spends his time in saloons, theaters and other places, instead of patrolling his beat in the proper manner, not only is he guilty of neglect of duty and inefficiency, but the patrol sergeant, his immediate superior, should be held strictly responsible for allowing such conditions to prevail.

If a patrol sergeant should spend six of seven hours of his tour of duty lying around his station, instead of being in the precinct with his men, not only is he guilty of neglect of duty and inefficiency, but the commanding officer, whether he be lieutenant or captain, is equally as guilty for allowing the patrol sergeant to lie around the station. It surely must be considered one of the commanding officer's duties to see that his subordinates are doing their duty.

The fundamental principle of proper patrolling of any precinct is an honest and industrious patrol sergeant, for with such a sergeant, the conditions I am about to relate could not exist. If the patrolman sees his immediate superior loafing, what can be expected of him? When he knows that the patrol sergeant is not out in the precinct, why should he have any fear about spending his time in saloons, theaters, or other warm and comfortable places? Mr. Dannenberg says:

"On more than one occasion I have actually searched for over two hours in a given precinct on the main thoroughfares, and side streets as well, for a patrolman, but could not find one. On the other hand, I could visit various saloons in a precinct and find an officer in a few minutes. We looked for over an hour for an officer one night, without finding one, then entered three consecutive saloons, and found an officer in each one.

Another interesting sidelight on this situation is, that with but few exceptions my assistants could pick up any patrolman they happened to find, and sooner or later, find him loafing on his post. While, on the other hand, they would report to me that they had a certain patrolman in a certain saloon or theater at a certain time, and the next night or two nights thereafter I was able to visit the saloon or theater in question, at the times specified, and find the same officer thereat.

I am only citing such cases as those in which we were able to identify the officer. There were innumerable cases where various officers were found in saloons, theaters and other places, but we could not ascertain their identity, as in a number of places I was recognized by either the officer or some one else connected with the place where the officer was found, with the result the officer usually made such haste to depart that he left his drink on the bar unconsumed."

The following conditions are typical examples of conditions which we found during this investigation: The star numbers listed below were, in most cases, taken by the investigator or investigators securing the evidence. The names were secured through the Police Department files, and in all cases

every attempt possible was made to verify the number of the star with the files in the Secretary's office, so there will not be any undue criticism against an innocent officer.

At about 11:15 p. m., I was advised by one of our investigators that he had followed two officers to the Rienzi saloon, Clark and Diversey. This place was kept under surveillance and at 11:30 p. m. officer A left the saloon. This was on January 22, 1915.

At about 9:30 p. m. officer B was seen entering the Crawford saloon, 1600 South Wabash avenue, where he remained until 10:05 p. m., when he proceeded to a saloon at 65-67 East Sixteenth street, entering the same at 10:10 p. m., where he remained until 10:25 p. m.

At about 8:15 p. m. on January 22, 1915, officers C and D were seen in a saloon at Milwaukee and Grand avenues, remaining there but a few minutes, when they went to another saloon at Sangamon and Ohio, where they remained until 8:55 p. m. At about 9 p. m. they entered still another saloon at Ohio and Morgan, where they remained for 25 minutes.

This officer D on January 25, 1915, at about 11 p. m., entered the saloon on the northwest corner of Ohio and Sangamon streets, where he remained for 25 minutes.

On January 23, 1915, at about 8:25 p. m., officer E was found in a saloon at Elizabeth and Austin streets, where he drank some wine, which he did not pay for. At about 11:10 p. m. he was found in a saloon at 1057 Grand avenue, where he remained until about midnight.

At about 12:15 a. m., on January 24, 1915, he entered the Grand Buffet, at Halsted and Grand avenue, where he remained until 12:30 a. m., when he entered still another saloon at 503 North Halsted street, where he had a drink and a cigar for which he did not pay, after which he left by the rear exit and could not be found thereafter.

At about 12:45 a. m., on January 23, 1915, officer F was found in a saloon at Superior and Noble streets, where he remained until 1 a. m.

This same officer was, on January 26, 1915, at 8:05 p. m., in a motion picture show, 1605 West Chicago avenue, where he remained five minutes, when he left and entered the Alvin Motion Picture Show, which is near by. He remained there until 8:45 p. m., when he proceeded to the Hub Theater, also in the near vicinity, where he remained until 9 p. m., when he pulled the box at Chicago avenue and Wood street. He then returned directly to the Hub Theater, where he remained until 9:45 p. m., at which time he went to a cigar store, where he remained until time to pull, after which he entered what appeared to be a dance hall at Superior and Noble streets, where a Polish wedding was in progress. He remained here until 10:55 p. m., when he pulled his box and went immediately to Pudla's saloon, at Huron and Bickerdike streets, where he remained for 20 minutes; thence to a saloon on the northeast corner of Superior and Bickerdike streets, where he remained for ten minutes; thence to a saloon on the northwest corner of Superior and Armour streets, where he remained for 20 minutes, and then boarded a westbound Chicago avenue car.

At about 12:30 a. m., on January 24, 1915, officer G was found in the saloon of Joseph Ginocchio, at 503 North Halsted street, where he remained for at least 15 minutes.

At about 9 p. m., on January 25, 1915, officer H entered the tailor shop at 58 East Twelfth street, where he remained for 10 minutes, after which he entered the saloon of one Mahoney, a few doors west of the tailor shop, where he remained until 10:35 p. m., at which time he left and pulled the box at Fourteenth and State streets, which he did at 10:40 p. m., and then returned directly to a saloon on Michigan avenue, just north of Twelfth street, which he entered by the alley entrance. He remained here until 11:35 p. m., when he entered a restaurant in the Mayer Hotel, at Twelfth street and Wabash avenue, where he remained for fifteen minutes. Leaving here he went directly to a saloon on the northeast corner of Twelfth and State streets, where he remained for ten minutes, after which he proceeded immediately to a saloon on the southwest corner of Wabash and Thirteenth street.

According to the operator's record in the Second Precinct, this officer is credited with pulling at Twelfth and State streets at 11:40 p. m. I happened to be assisting in watching this officer myself, and know positively that he did not pull between the hours of 10:40 p. m. and 12:15 a. m., when we left him in a saloon at Wabash and Thirteenth street.

At about 8:55 p. m. officer I entered the saloon at about 1207 South Wabash avenue, where he remained for ten minutes. At 9:45 p. m., the same date, he again entered this same saloon and remained ten minutes. Again at 11:12 p. m. he visited this saloon the third time, and remained there until 11:20 p. m. This was on January 25, 1915.

At about 8:20 p. m., on January 25, 1915, officer J went into a side door of the Wells School, on Ashland avenue, where he remained until 8:45 p. m. At 9 p. m. he entered the side door of a saloon at 1460 West Chicago avenue, where he remained until 9:45 p. m., when he left by the side door and disappeared up the alley.

At about 11:05 p. m., on January 25, 1915, officer K was seen to enter the Lomax saloon, at Harrison and State streets, where he remained for five minutes. He then went to the Gayety Theater, on State street, where he remained for twenty minutes, and then proceeded to the Kuntz-Remler saloon, on Wabash avenue. He was still within at 11:45 p. m.

At about 8:15 p. m., on January 25, 1915, officer L was seen entering the Dearborn Street Station, where he remained until 9:35 p. m.

At about 10:35 p. m., on January 26, 1915, officer M was found in Horn's saloon, at Southport and Belmont avenues, where he sat down and conversed with a proprietor until 11:05 p. m.

At about 7:05 p. m., on January 26, 1915, officer N was seen leaving the Second Precinct Station, when he proceeded directly to the Dearborn Street Station, where he remained for fifty minutes.

At about 10:30 p. m., on January 26, 1915, officer O was seen entering a pool room at 631 South State street, where he remained for thirty minutes. He then entered a barber shop at 645 south State street, and remained until 11:25 p. m., when he pulled the box at Harrison and State streets, at 11:30 p. m. He then proceeded directly to the Alma Mater saloon, on South State street, where he remained until 12:25 a. m., and then proceeded to the Wabash Hotel, where he disappeared within.

At about 9:05 p. m., on January 27, 1915, officer P was seen entering a motion picture show on Madison street, just east of Karlov avenue, where he remained until 9:50 p. m.

At about 10:05 p. m., on January 27, 1915, officer Q was seen entering the Victoria Theater, Sheffield and Belmont avenues, where he remained until 10:25 p. m., at which time he went to a saloon at 3100 Sheffield avenue, where he remained until 11:05 p. m.

At about 7:10 p. m., on January 27, officer R was seen entering a motion picture show at 2419 Wentworth avenue, where he remained until 8:05 p. m., then proceeded to a saloon at 2556 Wentworth avenue, where he remained fifteen minutes, after which he went directly to another saloon at the northwest corner of Twenty-fifth and La Salle streets. At about 9:10 p. m. he pulled the box at Twenty-third and Wentworth avenue, and then returned to the motion picture show at 2419 Wentworth avenue, where he remained until 10 p. m., when he returned to the saloon on the northwest corner of Twenty-fifth and La Salle Streets.

At about 9:10 p. m., on January 28, 1915, this same officer was seen entering a motion picture theater at 2419 Wentworth avenue, where he remained until 10 p. m. At about 10:15 p. m., he entered a saloon on the northwest corner of Twenty-fifth and La Salle streets, where he remained until 10:30 p. m., at which time he left and went to a saloon at 300 West Twenty-fourth place, where he remained until 10:55 p. m.

At about 11 p. m., on January 27, 1915, officer S was seen entering a saloon on the northwest corner of Harrison and St. Louis avenue, where he had a drink and remained until 11:23 p. m.

At about 8:20 p. m., on January 28, 1915, officer T was seen in a saloon on the northwest corner of Twenty-third and State streets, where he remained until 9:15 p. m. At about 10:20 p. m., the same date, he again entered the same saloon, and was still within at 11 p. m.

On January 28, 1915, officer U was found in a saloon on the northwest corner of Twenty-fifth and La Salle streets, at 10:15 p. m., where he remained until 10:30 p. m., at which time he proceeded to another saloon at 300 West Twenty-fourth place, where he remained until 10:55 p. m.

At about 8:30 p. m., on January 28, 1915, officer V was seen in Max Schmid's saloon, Madison and Robey streets, where he remained until 9:25 p. m., during which time he was playing cards with the patrons of the place.

At 9:30 p. m. he pulled the box at Hoyne and Madison street and went directly back to Schmid's saloon and continued the card game until 10:30 p. m., at which time he pulled the box at Robey and Madison streets and again went directly to Schmid's saloon and continued the card game until 11:30 p. m.

He did not even see fit to walk his post to Hoyne avenue, but rode on a street car, pulled his box, and then caught another car to Robey and Madison, and re-entered Schmid's saloon and continued the card game until 12:30 a. m.

At 11:05 p. m., on January 28, 1915, officer W was seen entering the Verhoven saloon, Twenty-fourth and State streets.

The same officer, on January 30, 1915, at about 8 p. m., was seen entering a "shanty" on the southwest corner of Twenty-fourth and Federal streets, where he aided in kindling a fire, remaining there until 8:55 p. m.

At about 8:07 p. m., on January 28, 1915, officer X was seen in a motion picture show, Medora Theater, Harrison street, near Tripp avenue, where he remained until 8:55 p. m., when he pulled the box at Forty-fourth and Harrison streets. He then went to Frugoli's saloon, southeast corner of Harrison and Kostner avenue, and had a drink of whisky, which he did not pay for, and then returned directly to the Medora Theater and remained there until 9:50 p. m., when he visited Minucciani's saloon, northeast corner of Van Buren street and Keeler avenue. He remained only a few minutes and then pulled the box at Keeler avenue and Jackson boulevard, and returned to the Medora Theater at 10:05 p. m., where he remained until 10:35 p. m. At 10:40 p. m. and at 1:05 a. m. he disappeared in a narrow passageway about 4246 Harrison street, which leads to a bakery. At 1:50 a. m. he reappeared from the same passageway and pulled the box and returned to the same passageway.

This same officer, on January 29, 1915, at about 9:30 p. m., was found in the Medora Theater, Harrison street, near Tripp avenue, where he remained until 10 p. m.

On January 29, 1915, officer Y entered the Rex Theater, Madison street, near Wood street, where he remained until 9 p. m. At about 10 p. m., same date, he entered the motion picture show on Madison street, three doors west of Western avenue. About five minutes later a street car stopped at the corner looking for an officer. Some one directed the conductor into the theater. This officer came out with the conductor, but other officers had arrived in the meantime. This officer then re-entered the theater, where he remained until 11 p. m.

At about 8:10 p. m., on January 29, 1915, officer Z was seen entering the Yale Theater, where he remained until 8:55 p. m., when he left to make a pull at Sixty-third and Stewart avenue, after which he proceeded to the Marlowe Theater, Sixty-third and Stewart avenue, arriving there at 9:05 p. m., and remained until 9:45 p. m., then went to Fifty-ninth and Wentworth avenue and pulled the box at 10 p. m., and then entered an alley leading to the Marlowe Theater, where he disappeared until 10:55 p. m., when he came out of the same alley, and pulled the box at Sixty-third and Stewart. At 11:05 p. m. he entered Schultz's bakery, 356 West Sixty-third street, where he remained until 11:45 p. m. At 12:15 p. m. he returned to Schultz's bakery, where he remained until 12:55 a. m. Again at 1:05 a. m., he returned to Schultz's bakery, remaining until 1:50 a. m., and returning still again at 2:25 a. m., where he remained until 2:55 a. m., at which time he pulled box at Sixty-third and Stewart, and returned to station.

This same officer, on January 30, at about 10 p. m., was seen entering pasageway to bakery on Wentworth avenue, between Fifty-ninth and Sixtieth streets, near a motion picture theater. At 11:15 p. m. he came out of the motion picture theater.

At about 10:25 p. m., on January 30, 1915, officer A1 was seen entering a motion picture show on Wentworth avenue, near Fifty-ninth street, where he remained until 11:15 p. m.

On January 30, 1915, at about 8:15 p. m., a shanty was being watched at Twenty-fourth and Federal streets. No one entered or left this place until 8:55 p. m., when officer B1 left, in company with another officer. Between 8:15 p. m. and 8:55 p. m. two officers could be seen in the "shanty," and could be heard kindling a fire.

At about 8:40 p. m., on January 31, 1915, officer C1 was seen entering the Imperial Theater, 1210 East Sixty-third street, where he remained until 9:25 p. m. He then pulled the box at Sixty-third and Dorchester at 9:30 p. m., and

went directly to 1406 East Sixty-third street, a laundry company, where he remained until 10:25 p. m., when he pulled the box at Sixty-third and Woodlawn avenue. He then proceeded to Parmelee Express Co., near the I. C. tracks, where he remained until 11:25 p. m. At 11:30 p. m. he pulled the box at Sixty-third and Dorchester avenue, after which he returned to the laundry at 1406 East Sixty-third street, where he remained until 12:25 a. m.

After pulling the box at Sixty-third and Woodlawn avenue, at 12:40 a. m., he returned to the Parmelee Express Co., and remained there until 1:20 a. m., when he again pulled the box at Sixty-third and Dorchester, and again proceeded to the laundry at 1406 East Sixty-third street, where he remained until 2:25 a. m., when he again pulled the box at Sixty-third and Woodlawn avenue.

At about 1 a. m., February 2, 1915, officer D1 was seen in a laundry at 1406 East Sixty-third street, where he remained until 1:55 a. m.

During the course of this investigation, especial attention has been paid to the general activities of patrol sergeants in the various precincts all over the city. It was quite a rare occasion that either I, or any of my assistants, were able to find a patrol sergeant out in his precinct. The fact that we were out for that purpose must not be lost sight of in this regard.

Out of four precinct stations that were put under surveillance from 7 p. m. to 3 a. m. the following morning, or, in other words, covering an entire tour of duty, our men found but one patrol sergeant out of the four who was out in his precinct doing patrol sergeant duty. He spent about three and one-half hours out of the eight out in his district.

By looking into the general conditions one night of recent date, a visit was made to the Thirty-third Precinct, where we found about a dozen or fourteen officers seated around two tables in the squad room, playing cards. One table was an ordinary saloon card table, with beer pockets on the corners, while the other was an oblong table. The games being played appeared to be poker. Money was on the table, and the conversation could be heard about losing or winning so much on a certain hand. You could even hear money rattle on the tables from the sidewalk.

About two months ago, while I was Inspector of Morals Conditions, I took the necessary steps to stop a poker game that was running there at that time.

At about 9:10 p. m., on January 30, 1915, officer E1 was seen entering a motion picture theater on Crawford avenue, between Harrison and Congress streets, east side of the street, where he remained until 10 p. m., when he came out and boarded an eastbound Harrison street car, riding to Independence boulevard, where he pulled his box, caught another car back to Crawford, where he entered the elevated station at Crawford and Colorado avenues, where it was found he was collecting fares in the cashier's booth. He remained here for twenty minutes. At about 10:30 p. m. he entered the same motion picture theater, where he remained until 10:55 p. m.

On January 29, 1915, at about 7:10 p. m., officer F1 entered an alley between Congress and Van Buren streets, from Crawford avenue, which leads to his residence at 4012 West Congress street. He disappeared toward the rear door of his residence. His house was covered until 8:05 p. m., but he was not seen leaving during that time. At about 9 p. m. this same officer was seen going north on Crawford avenue, just south of Congress street, when he disappeared up the same alley, and apparently entered the same yard as he did previously. This house was again watched until 10 p. m., but the officer was not seen leaving his home.

At about 7:05 p. m., on January 30, 1915, this same officer pulled the box at the corner of Crawford and Harrison street, after which he went down the alley to 4012 West Congress street to his home and entered his back door. The rear and front entrances of this house were watched until 8:35 p. m., but the officer did not reappear. At 11:20 p. m. the same evening, was the next time this officer was seen, when he stood at the box at Crawford and Harrison until 11:30 p. m., at which time he pulled the box and reported to the lieutenant that he had hurt his back, after which he went directly to his home."

Reports Made by Deputy Sergeants.

There are between five and six hundred plain-clothes officers, known as first and second class detective sergeants, stationed at the Central Bureau and in the various precincts. No effective attempt is made on the part of commanding officers and other executives of the department, to keep a detailed check on what each man is doing. Mr. Dannenberg says that "until

recently there was really no regular report system. The reorganization ordinance, however, stipulated that all detective sergeants should make daily reports, and in this connection report blanks have been furnished. This form is not practical for such work, for various reasons. What is there about this report to prevent a plain-clothes officer from loafing in some saloon, or elsewhere, during the entire time of his supposed tour of duty. Suppose a plain clothes officer reports at the Detective Bureau, or his station, at 7 p. m., goes out and does not do one minute of police duty, except ring up every two hours, and reports in at 3 a. m., makes out his report on the form used, filling in all spaces—how is a commanding officer going to know what he has done from that report? Now, take a form such as I recommended to the Committee when I appeared before it at its public hearing or one very similar. The plain clothes officer must assign the title of the case he is working on, the time he spent on that particular case, what he actually did, name and address of any and all witnesses, and, briefly, what they know. If he works on more than one case he repeats this same form. What is the result? The commanding officer, or any other interested or authorized person could ascertain at a glance what each officer was doing; besides all evidence in any given case would be before him. If a commanding officer doubted any officer, he could easily check the report. If false, prefer charges against the author of same and discharge him. Further, the commanding officer could quickly tell whether the officer in question knows his business and was using good judgment. Make the report in duplicate, send the original to headquarters, and retain the copy at the station, filed in proper form.

"Take the present system; when a complaint of a burglary, hold-up or murder is made, and an investigation is made, but not sufficient evidence secured to indict; when a year later a similar complaint, accusing the same individual, is made, who has any record of the evidence in the former complaint? If you could go to a file and secure that, it would aid in the second complaint to a great extent.

"Furthermore, it would probably result in greater activity on the part of detective sergeants, for the following reasons: Under the present form of reports a sergeant might not do anything during his tour of duty, and still it would not show any discredit upon his part, while, under the system of reports advocated, he would be obliged to state that he did nothing during the tour of duty he was on. In the first place, an officer would hesitate about making a report, as it would hold him subject to criticism by his superior at the time the report was rendered.

"Taking up the detective sergeants who are assigned to travel beat:

"The sergeant should be obliged to visit saloons, pool rooms and other known hang-outs, of vagrants, criminals, and all other persons of bad repute; and their reports should show that they visited such and such a saloon, and such and such a pool room, and such and such a disorderly resort, stating the exact conditions found therein, naming all persons of known bad repute, and all persons who can be classed as vagrants; with the result that other officers of the department could then very easily and quickly ascertain where they should look for certain characters."

Operators' Pull Sheets.

Mr. Dannenberg's report showed that the patrolman's call from the patrol box was liable to manipulation at the police station.

"Not infrequently it has been ascertained," he says, "that some of the police operators were recording the alleged pulls of police officers, when, as a matter of fact, the officer did not pull. Further than this, it has been reported to me that some of the operators who complete their tour of duty at 8 a. m. quite frequently close their sheets, or, in other words, record the pulls of all officers at that time on duty in the precinct, between the hour of 7 a. m. and 7:30 a. m., which is anywhere from thirty to forty-five minutes ahead of the time the officer actually pulled. The object of the operator in doing this is to have his sheets closed as early as possible. He, in other words, takes chances and guesses at about what time a certain officer will pull.

"At the present time there are a certain number of police operators assigned to each station. Every operator has and makes friends at the various stations to which he is assigned, with the result that a certain per cent. of all the men traveling post at a given period stand in with the operators, and in case the officers should miss a pull, the friendly operator will take care of him.

On the other hand, if an officer wishes to leave his post, he can tip off the operator, and the operator will again take care of him by recording pulls every hour at a given place. Taking this into consideration, it must be remembered that there are forty-five precincts in Chicago, with the result that there are probably no less than a hundred officers on friendly terms with the operators on every shift. The result, consequently, means that a hundred officers every shift, or three hundred men a day, could be guilty of neglect of duty with the aid of the operator.

"If a central bureau was established, whereby patrolmen and other officers traveling beats in the entire city could ring up, it would go a long way toward remedying the above conditions. In the first place, the operator and the patrolmen would be separated, and there would not be so many officers who would have friends as operators. Furthermore, they would not need the number of operators they have at the present time. There should be a direct wire from each station to the operators' headquarters, whereby commanding officers could get into immediate communication, should they desire to call any particular man, to give him any orders."

Police Attorney.

Under the present system an attorney is employed and paid by the City for the purpose of defending policemen who are brought before the Police Trial Board when charges are preferred against them. It is of the utmost importance that this official should be wholly impartial. He must not be actively allied with any party or factional organization, and he should not engage in criminal practice where the testimony of police officers is likely to be important.

On this subject Mr. Dannenberg says: "Radical changes should be made. In the first place, nobody with political affiliations should have any position in the department of police. In the second place, any lawyer holding the position as police attorney should not be allowed to practice criminal law outside of the police department (or any other practice, for that matter), as the department needs all of the time of the man holding this position." The present police attorney, Miles Devine, is engaged in the practice of criminal law, representing the defense in a large number of criminal cases, in a great number of which the police are prosecuting witnesses. In these instances the officer is fighting the very man he looks to for advice and for protection in case the officer gets into trouble. Therefore, is it not more than probable that some officers would be inclined to lay down at times, when they see this situation in front of them? The following are a number of cases:

Case No. 2835.—Defendant, Paul Kabajoropolas; charge, attempted murder; filed March 25, 1914.

Case No. 2844.—Defendant, Harry Schoffman; charge, larceny; filed March 26, 1914.

Case No. 3243.—Defendant, John P. Cummings; charge, rape; filed May 19, 1914.

Case No. 3529.—Defendant, Kate Sauer; charge, abortion; filed June 26, 1914.

Case No. 3785.—Defendant, Jacob Cohen; charge, receiving stolen property; filed August 4, 1914.

Case No. 3786.—Defendant, Robert Coleman; charge, larceny; filed August 4, 1914.

Case No. 3799.—Defendant, Louis Schaffer; charge, embezzlement; filed August 4, 1914.

Case No. 4139.—Defendant, Max Rovech; charge, conspiracy; filed October 25, 1914.

"Further than this, the present attorney is president of the Cook County Democracy, the organization of one faction of the Democratic party. Only lately this organization, for the purpose of raising funds, gave a ball at the La Salle Hotel. Tickets to this affair were distributed among various commanding officers, who, in turn, were to dispose of them to officers, and others. An able lawyer should be chosen as police attorney, and there should be a sufficient salary appropriated to insure this. He should not be allowed to take up the practice of law outside of the police department. When he is not engaged in representing officers before the trial board, provision should be made that he should appear at certain times, at various stations, to give lectures to members of the department as a whole, commanding officers included, on City Ordinances, State Statutes, Evidence, Court

Procedure, Power of Arrest, Police Authority, and all other matters pertaining to police business; thereby increasing the general efficiency of the department. In this manner, the city would soon recover the sum paid to the attorney selected, in the increase in fines and amounts thereof. The lack of such knowledge among the various members of the department, is largely responsible for the now large number of dismissals in the various courts."

The Handling of Cases Before the Civil Service Commission.

Upon this point Mr. Dannenberg, who for some time represented the city in cases before the Board, says:

"There seems to be a tendency to let violators of police rules off with but little punishment, and, in some cases, where serious charges are made against an officer, as where they have been found guilty of even criminal offenses by the Trial Board, and discharged, they have been, subsequently, reinstated by the same board. There are some cases in which officers have been before the Trial Board, in which, had they been private citizens they would have, undoubtedly, been brought to trial in the Criminal Court, and received a term in the penitentiary. Some of the cases I have in mind are as follows:

"Officers Fay and Wilcox, motorcycle officers, being assigned mostly to violation of the speed ordinance, a year or so ago, arrested a chauffeur of a West Side liquor merchant for violating the speed ordinance. Taking him to the station, they questioned him as to his identity. He gave them a false name, later admitting his identity. Subsequently they asked him by whom he was employed. The officers then phoned to his employer's wife, advising her that they had her chauffeur under arrest, and that he had committed perjury, and that it would take \$1,000 to get him out. The employer was out of town. His wife advised the officer that they would have to lock him up, as she would not furnish any \$1,000. A day or two later, upon the return of the employer, these two officers visited him at his office. The evidence showed considerable conversation, and two or three visits made there by the officers to the employer, attempting to fix up the case. The evidence further showed that complaint had been filed at that time, and that the matter was before the court; that the employer met the two officers in question in court, and agreed to pay them the sum of \$10 each, and give them a jug or two of whisky for the dismissal of the charges against his chauffeur. The evidence further showed that the papers had been removed from the court, and that the employer took the two officers to a store across from the City Hall, and paid them the sum of \$10 each, and arranged to send them a jug of whisky. The two officers were found guilty and discharged from the department on February 27, 1914. They were reinstated on May 4, 1914.

"Lacey Case (charged with being engaged in other business besides that of a police officer). The evidence showed that he was the part owner or owner of taxicab company, which was catering mostly to houses of prostitution and assignation in the Thirty-first street district, to which Lacey was assigned as desk sergeant. The evidence further showed that some such places had signs, advertising Lacey's motor livery, in their premises, although it was not operated under his name. The evidence also showed he took orders for cabs over the police phone while on duty as desk sergeant at the police station. Lacey was found guilty and discharged on October 9, 1913. He was reinstated on January 17, 1914, and is now sergeant of police."

There are several other cases along similar lines.

The Handling of Vice Reports.

In this connection Mr. Dannenberg, for some time in charge of the "vice squad," says:

"Under the reorganization ordinance, the second deputy superintendent is required to report to the general superintendent the vice conditions in the city as a whole. The purpose of these reports is to serve as a check on the various commanding officers, and enable the chief to ascertain whether or not the various commanding officers are doing their duty in this connection. A number of reports, called 'Inspector of Moral Conditions Reports,' were made to the general superintendent at periods of from two to four weeks, covering a period of about ten months or more. These reports took up precinct by precinct, and listed only such violations as to which the Inspector of Morals Conditions had secured sufficient evidence to warrant prosecution; giving locations of places, proprietors, class of violations, and other data. The general superintendent subdivided these reports and sent them to the various com-

manding officers. For a considerable period of time the commanding officers were reporting back that the violations did not exist. The object of these reports was to show the general inefficiency and neglect of duty on the part of the commanding officer and officers assigned, when they did not rectify the conditions reported. The conditions, as complained of, were not rectified until I was instructed to proceed and make raids upon the places against which I had been reporting. This, according to my point, proved conclusively that the commanding officer, as well as others of his command, was either inefficient or was guilty of neglect of duty, if nothing more serious, and under the reorganization ordinance, where a commanding officer is supposed to be held strictly responsible for the conditions, I contended that that was sufficient proof and evidence upon which charges should have been filed against the various commanding officers, and other subordinates. These reports were guarded very closely from the public, every effort being made to prevent any of the contents from becoming known to the public. Being as familiar with the situation as I am, I am unable to find any good reason why these reports should not be made public. If the second deputy superintendent of police makes such reports to the general superintendent, and the press and public are aware of their contents, the citizens of the district to which each report refers will immediately take such steps as are necessary to force the commanding officer of that district to eradicate the evils complained of. Second: The commanding officer would not care to see a newspaper account of a long list of violations found in his precinct every two to four weeks, which he claims to know nothing about. Consequently, he would be obliged to be more active in this respect. Third: The general public and the neighbors in the immediate vicinity of any one place reported as being a house of prostitution, or other place where vice was flourishing, would take such steps as were necessary to drive out the nuisance. Fourth: A number of people who conduct such places could not conduct them if every few weeks the public were advised of their activities. I suggest that the committee go over some of these reports and read them into the record."

Schooling of Members of the Department.

There is at present a police school where recruits are required to prepare themselves for public work. This school has been successful, so far as it has gone, but additional provision should be made for the development of this work.

Mr. Dannenberg suggests that the police attorney should appear two or three times a week at the school of instructions and lecture to these men on various points of law, evidence and police authority with which they must come in contact daily.

"The school of instructions also attempts to educate other members of the department who have been on the force for a number of years. This is done by a set of questions and answers, but it is a very slow and inadequate method. There is no reason why, if the police attorney, as has been suggested above, would visit the station at roll call, or a set time, one or two days a week, at which all members of the department must attend, and give lectures, it would not aid wonderfully in aiding the work of a policeman. One of the greatest evils along this line is the fact that it is very seldom that a commanding officer is familiar with the evidence in any of the cases of his subordinates. For instance, an officer, either plain clothes or uniform, makes an arrest, sometimes on a serious charge, goes into court, and the defendant is discharged on account of some weak point in the case. This could be entirely eradicated if every commanding officer would insist that every one of his subordinates should come before him, prior to the time of the hearing of the case, and submit to him what evidence he has on the case in question. It would then be discovered if there was any weak point or if additional evidence was needed to secure a conviction. If this condition was found the commanding officer should see that a continuance was obtained in the case, so as to allow the officer sufficient time to secure the additional evidence.

I found this system of wonderful value in vice work, which I handled for several months. If arrests were made by officers assigned to me, and I found, in going over the case, a weak point which they had overlooked, I immediately appeared before the court, asked for a continuance, and sent the officer back to secure the additional information, with the result that I could then

go ahead and secure convictions, where otherwise they would have been discharged, a number of which would have been mostly technical."

Captains Should Make Written Reports to the Chief on All Cases Where Warrants Are Refused; Also Should Not Be Retained in One District Too Long.

Not infrequently have officers appeared before a court for a warrant, and for various reasons the court has refused the warrant. The refusal of a warrant may be justified or not, with the result, usually, a controversy arises between the commanding officer and the presiding judge. Often the officer is at fault—in such cases as this. For example: An officer sees a well-known pickpocket on a street car, but sees him commit no offense. The pickpocket is simply riding on the car as he is. The officer arrests him and takes him to the station and attempts to secure a warrant for the pickpocket for vagrancy, or on similar charge. As a matter of fact, there is no evidence to constitute the charge. Still, the police department criticises the court for not issuing a warrant. In order to avoid the criticism, I am of the opinion it would be much better if the commanding officer would make a detailed report of all the facts to the general superintendent. If he believed the court was at fault, he should forward the report to the Chief Justice. Thereby the head of each branch of the municipal government would be able to judge who was right and who was wrong, and thereby eradicate the evil.

Commanding officers are very often kept in one precinct for a number of years. If vice, gambling or saloons should be prevalent in the district, it is especially bad, for the fact that sooner or later some one or other of these elements will secure the friendship of the commanding officer, with the result that they will be given more leniency than should be allowed under ordinary circumstances. If a new captain or commanding officer was sent into the district from time to time, those elements would not have sufficient time to work into the friendship or good graces of the officers in question.

7. POLICE COLLUSION WITH CRIME

Early in the investigation information was received indicating that there was collusion between certain members of the police force and certain criminals. This was verified by detailed work of our investigators. Our action was followed by the State's Attorney in returning indictments against a number of police officials. There can be no doubt that one of the chief causes of crime in Chicago is that members of the police force, and particularly of the plain clothes staff, are hand in glove with criminals. Instead of punishing the criminal, they protect him. Instead of using the power of the law for the protection of society, they use it for their own personal profit. They form a working agreement with pickpockets, prowlers, confidence men, gamblers, and other classes of offenders. The basis of this agreement is a division of profits between the lawbreaker and the public official. The exact extent of this system it is impossible to determine, but there is no doubt that its ramifications are so wide as to cripple the machinery for the enforcement of the law.

The reason why many professional criminals are permitted to remain in Chicago and ply their sinister trade must be found either in the incompetence of the police, or in the corruption of part of the force. It is plain that even with an absolutely competent force, the amount of corruption now existing is sufficient to make proper protection of the public from crime impossible. A relatively small percentage of police officers may betray the public into the hands of the pickpockets, burglars and crooks of all descriptions. The ease with which knowledge of criminal hang-outs and familiar figures in the criminal world may be obtained by investigators makes it incredible that the police are ignorant of these places and persons. Not only is this true, but in some instances information regarding these hang-outs and their habits was given by the police themselves. In fact, officers even speak with pride of the fact that they know the leading crooks in town and that they can point them out when they are in sight.

It is incredible that the police do not have fairly full information regarding the location and habits of most of the professional criminals in Chicago. Consequently, the only conclusion that can be drawn is that some influence holds them back from vigorous prosecution of these persons. What are these influences? In some instances, police are held back because they use petty criminals as "stool pigeons" or "snitchers." Cheap thieves may be employed as a source of information regarding other thieves, the reward being immunity from arrest.

Again they may be held back by political influence or fear of official punishment and they do not wish to incur the displeasure of those who secure their appointment or promotion, or whose official favor or disfavor may affect their future promotion or location. They do not wish to incur the displeasure of the powers that prey. Testimony on this point was given by Lieutenant McWeeney, as follows:

THE CHAIRMAN: You spoke of pressure being brought to bear upon the prosecutors. Is that same kind of pressure being brought to bear upon officers?

MR. McWEENEY: Yes, it is the custom. I know I have had people ask me several times to be easy, to go easy on such and such a fellow.

THE CHAIRMAN: Men of political influence, you mean?

MR. McWEENEY: Yes, political influence and friends both. Generally friends.

THE CHAIRMAN: They bring a good deal of pressure to bear?

MR. McWEENEY: They do.

THE CHAIRMAN: Do they bring the same kind of pressure to bear on officers under you?

MR. McWEENEY: The same kind exactly.

THE CHAIRMAN: And sometimes they get away with it?

MR. McWEENEY: Often they use me as a go-between. They use me to influence the officer. I don't take their way of looking at it at all.

THE CHAIRMAN: You mean they want you to influence the officer's testimony?

MR. McWEENEY: No, but they want me to ask the officer to be easy.

THE CHAIRMAN: What do they mean by being easy, going a little easy on the testimony?

MR. McWEENEY: Certainly, going a little easy on the testimony. That is what they want.

Punishment may be visited upon these officers either in the form of a transfer to some undesirable post, or failure to secure merited promotion or even trumped up charges preferred against the official. In such cases the real blame for criminal conditions rests upon the man higher up, who is willing to co-operate with the criminal group in order to secure their political support. Such a person in office or out, is willing to permit the traffic in crime or wink at crime in order to hold or secure some high position or special privilege.

In other instances, however, the police relation with criminals consists in a direct partnership between the official and the lawbreaker. The most familiar forms of this are found in connection with prostitution and gambling, but they extend far beyond these limits and over into the sinister relationships with all forms of misdemeanor and felony. They not only tolerate the woman of the street and the gambler, because of the personal profit involved in such toleration, but they reach out for the professional pickpocket, the prowler, the confidence man, and the other denizens of the underworld who traffic in crime.

In order to demonstrate this system, a systematic effort was made. Three investigators were selected who posed as confidence men. Two of them were arrested and confined for about two days in the Central Police Station. They secured their release through a bondsman and attorney and then later made their headquarters at a well-known hang-out. Here they made the acquaintance of many professional criminals and of certain police officers. They formed partnerships with these officials according to the terms of which the profits of their enterprises were to be divided equally between the police and the presumed criminals. The investigators purported to be carrying on the business of picking pockets, and actually divided the presumed proceeds of their thefts with the police officials.

They were informed by these officers, who were detective sergeants, as to the most desirable places for theft, and on occasion they were accompanied by an officer in plain clothes to Sixty-third and Halsted streets, which had been indicated as a harvest field for pickpockets. They were protected by this officer during the time they went through the motions of a pickpocket mob, in order to prevent interference by any uniformed official. This is known as working "under cover," the practices described by one of our investigators being as follows:

"A good many of the gangs work under the protection of the police officers. Sometimes the officers work right with the mobs on the street cars. For instance, they will work in the rear end or on the back platform, obstructing the victim as he gives chase to the pickpocket, after he has been victimized. Sometimes the officer will butt in and grab the victim if he is chasing the pickpocket, pretending that he thinks there is a fight on the car, and he will detain the man who has been the victim just long enough to allow the pickpocket to make his escape. If the victim squawks, the officer doing the covering will step in and make an arrest, in order to prevent some other officer, some honest officer, from making a genuine arrest. He pretends to make an arrest of the men he is working with."

The statement of one of the investigators working on this case is given herewith:

"During one period of inquiry running over nearly a month we made regular visits to Foley's place and became well acquainted with him. His place is a loafing place for numerous detectives.

"One morning a few days ago (September 29, to be exact), we went downtown and as we passed a hotel on Randolph street we met Foley talking to two men at the door.

"Foley called us over and invited the two men and ourselves in the bar to have a drink. As we walked in one of the men with Foley looked at us and laughed. Then he placed both his hands on his pockets as if afraid of losing something and said:

"'You bunch of burglars, you. I'll have to watch you to keep you from picking my pockets.'

"One of the men was introduced to us as a detective. (I will call him 'A.')

The other man was said to be a bailiff.

"'How are you fellows making out?' 'A' asked.

"'Oh, we're getting away with a little junk now and then,' I said.

"'Well you know you've got to go 50-50,' said 'A.'

"'Oh, sure, sure,' we replied, 'we're wise to that. But it's just cost us a lot of cash to get out of jail.' We told him it cost us nearly \$200.

"'I know all about that,' he said. 'I made you in a minute, but you were fools to pay \$200 to get out when I could have fixed it up for \$50.'

"'Yes, but we didn't know anybody in the town and we haven't had a chance to make a working arrangement. We're in with Foley now and he is protecting us, but we don't know any coppers.'

"'Well, if you ever get nailed again just call on me,' He said.

"Then he (Detective A.) wrote out his name and telephone number on a slip of paper and handed it to us.

"'We are willing to split if we can fix it all right,' we said.

"'Well, just depend on me and call on me when you get in trouble and I'll go to the front for you,' he said.

"Then he told us of a case which he and Foley were interested in.

"'Foley soaked those two guys for \$100, and I told him he would have to give \$50 of it back,' he said. 'The guys are all right, and they need the money, because they're nearly broke. Foley wanted to give \$25 back, but I won't stand for it. He's got to give \$50 of it back.'

"Then 'A.' told us he was going to St. Louis to bring back a prisoner. He had the papers in his pocket and was going to the State's Attorney's office to have them fixed up. Then we told him we knew where a bunch of stolen sealskins were stored in St. Louis, and that if he was going there we would 'tip him off.'

"Then we made arrangements to meet him next day. We called him up early the next morning (September 30) and made a 'date' to meet him at Foley's saloon. We met him (A.) and his partner (B.) and another detective in the back room.

"We sat down at a table and ordered a drink. Then we told the detectives that we had just been over to the fire on Wabash avenue and that we had got nine pocketbooks, but that most of them contained rent receipts and didn't net us much profit. Then I called Detective A. to another room and talked to him a while. I told him we could only give him \$25, because it had been a bad day for pocketbooks.

"Then I put \$25 in a small match box and handed it to Detective A. He took the match box containing the money and put it in his pocket. Then I

bought a drink with a \$10 bill and received \$9.50 change. The waiter laid the change on the table.

"Finally 'A.' said he had to go to Thirty-first and Indiana and fix up a case for several of the 'brothers' who had robbed a man and got caught. He left with the other detective. Then I told Detective B. to lay his hat on a chair beside him. He did this and I swept up the pile of money from the table and put it in his (B.'s) hat.

"After dumping the money in the detective's hat I handed the hat containing the money over to one of our two investigators, Moss. Moss took it and handed the hat containing the money to the detective. The detective (B.) took the hat and held it in his hand a few minutes.

"Well, it's about time we split up," was suggested.

"All right, I'll see you boys later," said Detective B.

"When we see you again we will have some information about those stolen sealskins," I said. "Just as soon as we learn where they are stored we'll put you next."

"All right, and we'll split fifty-fifty," Detective B. said.

"Then we bought a cigar at the counter and he went out.

"We reported to the office of Fletcher Dobyns, attorney for the Crime Commission, and told him of the circumstances by which we gave the two detectives the \$34.50.

"We discussed further plans with Mr. Dobyns, Mr. McKeag, and Ald. Merriam. We left Mr. Dobyns' office and walked toward Madison and Dearborn streets. As we arrived in front of the Tribune Building we saw two detectives talking to a man. The detectives were 'C.' and 'D.' They recognized us as soon as we did them. We hurried past as they turned around and watched us.

"There go three con men," said 'C.' "Let's trail them."

"We looked back just as the two detectives started after us. We quickened our steps and turned east on Madison street. Just as we turned the corner we glanced back and saw the detectives hurrying after us.

"They're trailing us," somebody said. "Let's split up and meet in the saloon next door to the McVicker Theater."

"We separated and I hurried into a run ahead of the other two men. The detectives broke into a run and caught up to me just as I entered the swinging doors of the barroom.

"One of them caught me by the shoulder and the other one grabbed the other two men.

"Thought you guys were going to get out of town," said Detective C.

"How can we get out of town when we haven't any money?" was our reply.

"How much have you got?"

"Only \$40 or \$50."

"Isn't that enough to get you out of town?"

"Why, that isn't enough to keep us running for one day," we said, "we're not pikers. We're out after big dough."

"Didn't the judge tell you to get out of town?"

"No, he didn't say anything about it."

"Well, when are you going?"

"Whenever we can work long enough to get the coin."

"How long will that take you?"

"Well, we could get plenty before night and be out of town if we were let alone for a few hours in this crowd."

"You guys are pretty wise," said 'C.'

"Yes, and they'll never leave town, either," said 'D.'

"Well, you be pretty careful and we'll talk to you later," said 'C.' "Give me your address and we'll get in touch with each other."

"We told him we were living at the Columbia hotel.

"You appear to be right guys, but you ought to turn over a new leaf and live on the square," said 'C.' "You'll get by pretty easy for a while, but it will end in the pen in the long run. If you would put your brains to a better use you could make a lot of dough."

"Then they left us.

"Last Saturday (October 3) we met Detective B. at Foley's place. We talked over the various fields for pickpockets and he told us the best place

was around the busy corner of Sixty-third and Halsted streets. We told him we wanted to get right with several other people around town because we were afraid to hang around Foley's all the time.

"The best place for you fellows to hang around is George Graham's, 5514 State street," he said.

"Yes, a lot of people have told us to go out and see him because he was a right guy, but we've never met George."

"Well, I'll drop around there at 4 o'clock today and if you guys will be out there I'll put you in right with him," said 'B.'

"We agreed to be out there at the stated time. Then I threw a five dollar bill to B. and said:

"Buy a drink with all that money you've got."

"He called a waiter, ordered a drink with my five dollar bill, and kept the change."

"That's about all we've been able to get today," I said. "Our whole day's work only netted us \$11."

"We left Foley's and came downtown. We knew that a number of detectives always loafed about the Berghoff and Al Tearney's saloon on Adams and State streets. We saw two detectives standing in front of the Berghoff. Then two more came in and stood beside us and bought a drink."

"A few minutes later a detective came in, took a glass of beer, talked a few minutes, and then went out front. When we went out he was still standing there."

"We then went down to Al Tearney's saloon. We noted that a partition had been built about three feet from the wall, behind which was a secret telephone and a ticker. Frequently patrons of the place went behind the partition and we could hear them talking about the race results. The detectives who entered this place could hardly help from 'thinking' that a hand book on the races was being conducted behind that partition."

"We went down to George Graham's saloon at 4 o'clock. We found Detective B. talking to Graham. We were introduced to Graham as 'right guys.' We ordered drinks and talked with Graham about selling some stolen diamonds."

"Bring them down here; we'll give you more for them than any one else will," he said. "Bring all you've got, and if I'm not here the bookkeeper will do the business with you."

"Will you fix us if we get nailed?" was asked.

"Sure thing, and it won't cost you like it did before," he said. "I'm in right, and I'll get you out quick. Just hang around here and I'll take care of you."

"Well, we're going over to Sixty-third and Halsted streets tonight to make a little dough," (picking pockets), we told him. "If we get jammed we'll call for you."

"All right. I'm always on the job when the 'brothers' get in trouble," he said. "Just call for me and those dicks over there will know you're right guys. Then I'll come over and get you out. Now bring those diamonds around."

"Are all these guys around here right?" we asked.

"Sure, there's a nice bunch that hangs around here," he said. "You fellows just breeze around and we'll all be big brothers with you."

"Then we took Detective B. over to a table and talked 'business' with him."

"Now we're going to follow your tip and work the street cars and the crowds over at Sixty-third and Halsted streets," I said. "Now we want protection. Who are the right dicks?" (detectives).

"Well, there's a bunch of right dicks over there (Englewood), but some of them are wrong," he said. "Now, you've got to be careful of the wrong guys."

"Well, what we want you to do is to go over there with us and if some sucker puts up a holler you've got to step in and stall around with us and square it up," I said. "Now, will you do that?"

"I'll be over there at 9 o'clock," he said. "I can't make it any sooner."

"That night we mingled with the crowds along the corners and saw a number of detectives standing around. We met in McLaughlin's and saw several detectives and pickpockets."

"We saw how easy it would have been to pick the pockets of a dozen persons in the crowds on the streets and we worked the pickpocket 'racket,'

but did not go so far as to attempt to put our hands in any one's pocket. We worked the 'racket' so as to attract the attention of the detectives.

"After this had continued for 30 minutes we went over to the cafe of Ed Weiss and met Detective B. We had a drink at the bar and talked to 'B.' about the stolen furs. We had learned in the meantime that the stolen furs were stored at a downtown hotel. We told Detective B. and he seemed anxious to get the information. He said he would make sure whether they were stored there before he attempted to arrest the persons whom we had named as implicated in the theft.

"We also told him that we had been unable to make but a few dollars that night because we were afraid that too many detectives were on the corner. We told him we would have a lot of money by Monday.

"We really didn't get enough to make a split," I said. "But we'll get right before Monday and then we'll talk business. We only got about four—"

"Never mind," he interrupted; "I'm not supposed to know anything about how many you got."

"Well, we're much obliged for your trouble in coming down here to help us," I said, "but we are out of luck."

"Then he told us he would meet us the next day and he went out. This ended our experience for that day—October 3."

These two detectives were subsequently discharged by the Civil Service Commission upon the testimony presented by investigators of the Crime Committee.

That such collusion between police officials and criminals is a widespread practice there can be no doubt. The testimony of all the investigators converges upon this central point, and coming from so wide a variety of sources, confirmed by the Civil Service Commission and the State's Attorney in so many specific instances, leaves the way open to no other conclusion than the existence of an appalling system of partnership in crime between public officials on the one hand and habitual criminals on the other.

In the course of the investigation, the names of many policemen have been mentioned as involved in corrupt relations with various forms of criminals. One of the examples of this is as follows:

One of our investigators testified that criminals paid compensation to the police. He said: "They usually pay 25 per cent of the money stolen by the pickpockets. In some cases they demand 50. The officer won't take anything in some cases unless he gets \$50.00 advance."

He also testified that pickpockets refusing to split with the officer are picked up and locked up in jail:

"One man that I know of was working around Harrison and State streets. I heard the officer make the statement, that if the fellow did not come across, he would not let him work around there; that is, if he did not split with him. This fellow would not split with the officer, so he got out. He is not there now."

8. PROFESSIONAL BONDSMEN, DISREPUTABLE LAWYERS AND FIXERS

A part of the criminal system of Chicago is the activities of certain professional bondsmen. Theoretically, the bondsmen are persons who furnish bonds, pending trial, for appearance of one who otherwise would remain in custody instead of at liberty. Practically under our modern system certain bondsmen have gone far beyond their original function and appear in an altogether different position from that of the individual who casually comes forward as surety for a friend.

In the first place he appears upon the bonds of many different persons and becomes a professional bondsman, who makes the giving of bonds a trade from which he derives either all or a part of his living.

In the next place he appears upon the bonds, not merely of occasional criminals, but of well known professional criminals. In some instances he appears to be the agent of well organized groups of habitual criminals, as, for example, pickpockets. And finally he becomes not merely surety for one charged with crime, but may undertake the broader work of a "fixer." He endeavors not merely to obtain the liberty of the accused pending trial, but to insure his complete immunity from punishment, and his final release.

Our investigators undertook an inquiry into the general duties of professional bondsmen as a part of the general crime system of the city. These observations, while by no means complete, nevertheless show with sufficient

fullness and accuracy the outlines and scheme of things as they are now operated.

We took the bond index in the office of the Criminal Court for names of persons appearing on various bonds. When these were obtained we examined the dockets and files in these cases and from these obtained the name of the defendant, the amount of the bond, the date of the bond, co-surety on the bond, and disposition made of the case.

The most striking fact about these cases is that in most instances no conviction is secured. This is well illustrated by the following cases:

No.	Offense	What happened
1.	Confidence game	Stricken off
2.	Confidence game	Not guilty
3.	Assault to murder	Stricken off
4.	Burglary	Died
5.	Larceny	Not guilty
6.	Confidence game	Pending
7.	Larceny	Stricken off
8.	Larceny
9.	Confidence game	Stricken off
10.	Confidence game	Paroled
11.	Robbery	Nolle prossed
12.	Receiving stolen property	Dismissed for want of prosecution.
13.	Confidence game	Nolle prossed
14.	Assault to kill	Not guilty
15.	Larceny	Pending
16.	Larceny	One day in the County Jail, \$1 and no costs
17.	Confidence game	Nolle prossed
18.	Larceny	Not guilty
19.	Burglary	Stricken off
20.	Robbery	Release on probation
21.	Larceny	Stricken off
22.	Crime against children
23.	Rape	Pending
24.	Manslaughter	Stricken off
25.	Assault to rob	Pending
26.	Manslaughter	Not guilty
27.	Larceny	House of Correction
28.	Larceny
29.	Larceny	Penitentiary
30.	Larceny	Stricken off
31.	Larceny	Stricken off
32.	Confidence game	Not guilty
33.	Larceny	Pending
34.	Burglary	Pending
35.	Burglary	Pending
36.	Larceny	Stricken off
37.	Confidence game	Not guilty
38.	Larceny	Stricken off
39.	Larceny	One hour in the County Jail
40.	Confidence game	One day in the County Jail
41.	Murder	Not guilty
42.	Embezzlement	Not guilty
43.	Rape	Nolle prossed
44.	Larceny	Six months in the County Jail
45.	Larceny	House of Correction nine months
46.	Assault
47.	Robbery
48.	Larceny	Nolle prossed
49.	Larceny	Penitentiary
50.	Embezzlement	Nolle prossed
51.	Confidence game	Stricken off
52.	Confidence game	Stricken off
53.	Confidence game	Nolle prossed
54.	Confidence game	Nolle prossed
55.	Burglary	Nolle prossed

No.	Offense	What happened
56.	Indecent liberties	Not guilty
57.	Larceny	Stricken off
58.	Confidence game	Stricken off

These cases, it must be understood, represent only a small part of a great circle. No account is taken of the activity of the professional bondsmen in the Municipal Court on the preliminary hearings and around the police stations. Typical cases have been taken from the Criminal Court only.

The following deductions may easily be drawn from an examination of these facts, and from a study of the activities of professional bondsmen:

First: That in 75 per cent of the cases for which a professional goes bond no conviction is secured.

Second: These bonds are given in many instances, not for occasional criminals, but for more or less notorious and professional criminals, of the type of Eddie Jackson, Louis Gazzollo, and others.

These facts raise a strong presumption that the professional bondsman constitutes an important link in the general system by which immunity from the punishment of crime is obtained in so large a number of cases.

It is recommended that the Municipal Court and the Criminal Court investigate the activities of professional bondsmen, more extensively and directly than it is possible for this Committee to do, with special reference to:

1. The number of times that one particular person appears on the bonds within a period of six months.
2. The character of the charge and the previous record of the defendant.
3. The amount of bond that is already given by the bondsman.
4. The political connections, if any, of the bondsman.

It would further appear that if this bondsman appeared more than once on a bond during a six months' period in a list published at intervals, say of six months, the resulting publicity would serve as a useful check upon the creation of a professional bondsman. The acceptance or rejection of bonds is entirely within the discretion of the court, and consequently the development of the present system may readily be checked if the courts will take decisive action.

In connection with the professional bondsmen, and as another link in the same general crime system, the investigators find a certain type of criminal lawyer. These attorneys, although sworn as officers of the court for the purpose of administering justice, have gone far beyond the bounds described by legal ethics, and are close on the fringe of conspiracy with criminals to frustrate the law. A few illustrations will suffice to show the truth of this. The following report from one of our investigators indicates clearly one angle of this situation. He says:

"After some preliminary work in getting acquainted with pickpockets and their hang-outs, I was instructed to get acquainted with _____, an attorney for pickpockets, and see what I could learn about the methods of pickpockets and their methods from him. He hangs around _____'s saloon, and _____, and _____ saloon, and will get in touch with his clients there. As he was about to go into an office in the _____ Building, I suggested to him that I was doing investigating work and would like to occupy the same office with him. He said if I could throw him any business, such as divorce cases, accident cases, or cases of any kind which I was investigating, and I would answer the telephone and help keep in communication with him, with the various hang-outs of crooks he was doing business with, that he would not charge me any office rent. He gave me a list of the various saloons that were used as hang-outs and their telephone numbers, and he told me if he was not in court or outside that he could be reached in some of these places. I often called up at these places and I frequently answered the telephone calls sent from these various places. At different times, well known crooks called up from these various places and they left messages with me for Mr. _____ and left messages with me for criminals. His method of business is almost entirely through telephone calls, and he is being called up from these hang-outs and he is constantly calling them up, and he sacrifices all other kinds of business to handle these telephone calls and business that comes through them. The crooks whom he represents are, of course, the kind who are not part of the police system and who have not split up with the police, and so escape arrest. In other words, they are

all crooks who get arrested. These crooks, whenever they start to work, leave word at the hang-outs where they will be, and the arrangement is that they are to call up every half hour. If they fail to call up, the hang-out knows they are in trouble and at once calls up Mr. _____ and informs him that a particular crook or bunch of crooks are at work in a certain district and they probably have been arrested. If it is in the day time _____ at once goes to the Detective Bureau or police station in that district. He very often takes a writ of habeas corpus with him, and sometimes he is at the station ten or fifteen minutes ahead of the crooks. The first thing that he does is to attempt to bluff the police, to tell them they have no case, and unless they turn the man loose or book him at once that he will get him out on a writ. The bluff usually works. If the police have not a definite charge to book the prisoner on they will turn him loose, or if they have a charge they will book him right away. When they refuse to book him or turn him loose, he then comes back with the writ of habeas corpus. I have known him to get out as many as five men on writs of habeas corpus in one day. After he gets them booked, he provides them with bondsmen. He has four regular bondsmen that I know of. After the crook is gotten out on bond _____ works with the various hang-outs in an effort to get the case fixed up, to call off the police, or procure witnesses, or influence prosecutors or courts, in any manner that they can secure the release of the criminal. He also takes as many continuations as possible, making all kinds of excuses in order to wear out the witnesses. He goes around to these hang-outs and spends a great deal of time there, drinks, gambles, and gives a commission to the bartender on the business which he gets."

Another illustration was found in connection with the three investigators who posed as confidence men. In this instance our investigators, after the arrest of the presumed confidence men, secured the services of _____, whose name appears as a professional bondsman, and who was reported as an all-around fixer. _____ at once communicated with an attorney named _____. After stating the facts to him regarding the arrest of the con men, he told our investigator that he would see the arresting officer that night, that he would go down and talk to Halpin and see if he could get them booked. He said it was possible to get the men out without being booked, but "it would cost a lot of money." He then went to Halpin and had the men booked. He secured their release on the following day. When asked how this was brought about so readily, he said, "We have a working arrangement and things run along smooth. We do not have any trouble; they give us very little trouble that way."

When some anxiety was expressed by the investigator as to what would happen to the fellow investigators when brought before the judge, the attorney said: "Now, I am a lawyer. What do you think I am doing here?" He further said, after the release of the investigators: "They will be all right now for ten or fifteen days." . . . "We want you to understand that when we say we guarantee protection, we do not mean absolute protection, but it means as long as things are running along right."

He further advised the investigators when released to get a room with _____, the fixer, and "slip him the jack regularly," that is to say, give him money regularly.

9. THE PROSECUTION OF CRIME

One of the most striking facts in the criminal statistics of Chicago is the large number of persons who are discharged. On felony charges, there is only one chance in five of a man ever getting to the Criminal Court for trial, and only one chance in thirty of going to the penitentiary or reformatory.

In quasi criminal cases, numbering in 1913, 93,711, 41 per cent were convicted. This may be due to unnecessary arrests by the police, or to defects in the prosecuting machinery which may be attributed either to the technicalities of the law or the inadequacy of the prosecution.

It has not been possible for this Committee to undertake a thoroughgoing investigation of the workings either of the prosecuting machinery of the courts or of the criminal law. It is desirable that this be done and for that purpose the appointment of a special commission by the Chief Justice of the Municipal Court and Presiding Judge of the Criminal Court is needed

to make a thoroughgoing study of criminal law and practice in the several court and prepare recommendations for the next session of the Legislature.

In the course of the hearings before the commission, important testimony was presented regarding the City Prosecutor's office. Chief Gleason, himself, complained of the inefficiency of this office and of their lack of co-operation with the police. He said:

CHIEF GLEASON: I have seen prosecutors who never open their mouths unless they wanted to get a fellow off.

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THE CHAIRMAN: What do you do when you find prosecutors who "never open their mouths" except to let a man go?

CHIEF GLEASON: What do I do?

THE CHAIRMAN: Yes.

CHIEF GLEASON: Well, they talk a little more now than they used to.

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THE CHAIRMAN: Did you report that to the Prosecuting Attorney?

CHIEF GLEASON: No, sir.

THE CHAIRMAN: You did not take any action?

CHIEF GLEASON: No, sir.

This startling testimony on the part of the Chief of the Police was corroborated by Chief Justice Olson, particularly regarding the Assistant State's Attorney. He said:

"It was an accident that they ever manned those courts in the first place. The Criminal Court had jurisdiction of misdemeanors. That was, before our court came into existence. They were all taken over to the Criminal Court and indicted by the Grand Jury. Now, under the old system these cases were carefully looked after, brought before the Grand Jury and carefully prepared for trial. Then our court got to be looked upon as a court to dispose of a lot of old junk for the violation of ordinances, and nobody would come near it. These men were not sent to our court; then I went to the State's Attorney's office and he said he would see about it."

Continuing the Judge said, of the Assistant State's Attorneys:

"It takes at least four years to make a good trial lawyer out of a fairly good lawyer, after he is appointed State's Attorney. Another thing, their tenure of office is, in many cases, too short."

Continuing, he said:

"The city fights its battles with raw recruits who will make good lawyers. Some of them are very good, although they are not there long enough to get experience. I know that a man is much more dangerous as a State's Attorney to the defendants if he has had four years' experience than one who has had six months."

Neither the City Prosecutor's office nor the State's Attorney's office is placed under the protection of the merit system. In both of them the appointments are made on a political basis, and consequently change as administrations change. The effect of this upon the work of both the City Prosecutor's office and the State's Attorney's office is bad. It frequently results in the dismissal of a man from office at the very time when he has become most efficient, and supplanting him with a man who, however well qualified as a general practitioner, does not understand the intricacies of criminal law. The consequence is that during a considerable part of the time both criminal and quasi criminal cases are in the hands of green and inexperienced men. However great their natural endowments or their legal ability, they are evidently at a disadvantage in dealing with skilled attorneys for the defense who have been for many years familiar with all the ins and outs of our complicated criminal procedure. Under our political system, furthermore, many prosecutors will be appointed as reward for party service rather than because of superior qualifications for the particular place they seek. Such a result is almost inevitable under a system of political appointments and is just as characteristic of one party as of another.

As a practical remedy for this situation, it is suggested that the merit system be applied as far as possible to the office of the City Prosecutor and to the office of State's Attorney. If it is not deemed practicable to apply this method to the higher positions in these offices there is nothing to prevent its abuse in regard to investigators and minor prosecutors. The payroll of the State's Attorney's is \$148,381.48 and of the City Prosecutor's office

is \$52,042.32. A considerable portion of this pay-roll can and should be placed under the protection of the merit system. In this way, positions will be filled by those who are competent, and when the competent men are found, they will be retained and promoted on the basis of service rendered. This can be accomplished in the case of the City Prosecutor's office by means of a city ordinance, and in the case of State's Attorney's office by amendment of the state law; or in both cases there is nothing to prevent the adoption of a voluntary system of Civil Service. The aid of the Bar Association could be invoked in order to guarantee the impartiality of any examinations held.

It has not been possible in this report to inquire into the practical workings of the courts. However, much testimony, incidentally, has been given before the committee by judges and by others familiar with the workings of the court. It is recommended that the commission above suggested should be appointed for the purpose of studying the practical methods of the police and criminal courts and of the criminal law, and making a report upon that subject.

In the course of the inquiry, attention was directed to the fact that in several cases in which there are defendants who do not speak English, great difficulty was experienced in securing proper interpreters. Judge Uhlir testified that in one instance he had detected a man misinterpreting the Bohemian language, which the Judge understood. Other evidence was presented to the same effect, and it was clear that more adequate provision should be made to secure proper interpretation of statements of those who do not understand the English language.

Under these circumstances, it is possible that a serious wrong may be done a defendant because of his inability to express himself clearly, or on the other hand, that a crooked interpreter may secure the release of a really guilty person. For this purpose, it is recommended that a bureau of interpreters be organized for use in stations where most needed.

Speaking of certain interpreters and fixers who hung around the courts, Judge Uhlir said:

"These men hang around there for the purpose of making a dollar or two and they interpret in these cases and have an interest one way or another or on both sides. They do not interpret right. They started that before me, before they discovered that I understood them, and I would drive them away from the court room because I knew they were trying to 'put something over' on the Judge."

THE CHAIRMAN: "They were misinterpreting?"

JUDGE UHLIR: "Yes. They were a nuisance around the court. These people have no money to employ a lawyer and they get some one to translate the story to the Judge, and these men are there for that particular purpose. I think we ought to have an official interpreter who would be attached to the court, a man of good reputation who could translate properly and be honest."

Judge Newcomer also said in response to the following question:

THE CHAIRMAN: "Did you ever discover any interpreter misinterpreting?"

JUDGE NEWCOMER: "Not only that, but I have held interpreters to the North Side, three of them. I have fined half a dozen and ordered a number of them to keep out of my courtroom."

Miss Grace Abbott, Director of The Immigrants' Protective League, urged before the committee the importance of supplying certain stations with interpreters. "The present system," says the Director of the League, "results in a miscarriage of justice which injures not only the individual concerned, but often leads an entire colony to lose respect for our courts and to conclude that there is one system of law for the Americans and another for the immigrants." A number of distressing cases were cited by Miss Abbott in support of the need of interpreters.

There are some points which obviously should be covered in an inquiry into the working of the courts.

1. A practical plan for securing a consolidated court in place of a number of different courts.
2. The importance of a non-partisan method of selecting judges.
3. The importance of eliminating political influence from the selection and activity of the courts.