

THE CHICAGO POLICE—REPORT OF THE CHICAGO CIVIL SERVICE COMMISSION.<sup>1</sup>

MESSRS. CAMPBELL, FLYNN, AND LOWER.

On September 5, 1911, the Civil Service Commission of Chicago was directed by Mayor Harrison to institute an investigation into the police department of that city to determine the ground of the charges that had been "rife in the local press to the effect that a criminal conspiracy existed between certain commanding officers of the police department and certain gamblers operating and attempting to operate within the city limits." As a matter of fact, however, the Commission instituted a somewhat wider investigation than is indicated in the above phrase. It undertook:

(1) "To determine the truth or falsity of the charge that certain gamblers are operating and attempting to operate within the city limits under police protection.

(2) "To determine the truth or falsity of the charge that there is a connection between the Police Department and the various criminal classes.

(3) "To fix responsibility for such conditions as may be shown to exist contrary to law and efficient police duty.

(4) "To report fully . . . such conditions as may be shown to exist tending to impair individual and departmental efficiency.

(5) "The inquiry was conducted in accordance with Sections 12 and 14 of the Civil Service Act. In the course of its investigation the Commission availed itself of all the authority conferred upon it by law to administer oaths, to secure by subpoena the attendance and testimony of witnesses, to compel the production of books and records, and to remove from the public service unfit employes."

To that end the Commission employed special counsel and took such other measures as were deemed necessary to the successful prosecution of such an inquiry. The investigation was started under Section 14 of the Act of the Legislature entitled "An Act to Regulate the Civil Service of Cities," approved March 28, 1905. This act provides that the Commission shall investigate the enforcement of the act and of its rules and the conduct or action of the appointees to the classified service in its city.

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<sup>1</sup>The substance of the preliminary report of the Chicago Civil Service Commission. Signed for the Commission by H. M. Campbell, John J. Flynn and Elton Lower.

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### GAMBLING.

Considerable time was spent in trying the cases arising out of open gambling on the day of the Gotch-Hackenschmidt wrestling match in the White Sox Base Ball Park on Labor Day, September 4, 1911. The responsibility for the conditions existing there was fixed upon Lieutenant William W. Walsh, and he was discharged from the force on the 4th day of October, 1911. After his discharge, Lieutenant Walsh applied to the civil courts for reinstatement, and his case is pending.

At the time the investigation started, the Commission secured reliable information that there were in operation more than 500 handbooks and gambling places in the city of Chicago, after allowing for shifting games and duplications. At the present time it is safe to say that, through the operations of the Gambling Squad and the fear on the part of the gamblers of the Commission's investigators, the number has been reduced to the very lowest minimum fairly to be expected in a city the size of Chicago.

The nerve center of the handbook business in Chicago is the racing news service furnished by the Mont Tennes combination. This is received and disseminated largely by telephone, both Bell and Automatic. There is some so-called "independent" service, but the monopoly of Tennes was practically complete. Tennes can be eliminated from the field by a continuation of the present police activity. Men will not continue a losing venture long, and the Commission is advised that the loss at present is heavy. One of the Tennes methods is to corrupt the individual members of the Gambling Squad. In one instance, at least, they have been unsuccessful. The ingenuity and daring of the people operating handbooks fairly illustrates the difficulty of entirely suppressing this form of gambling, requiring as it does but little or nothing in the way of quarters, easily moved from place to place, and from the quickness with which evidence can be destroyed or secreted. For instance, the investigation showed that the handbook at 68 West Chicago avenue, in the immediate vicinity of the East Chicago Avenue Police Station, was open continuously and doing business every day from the 20th of September to the 27th day of October, 1911, when the place was raided by the Gambling Squad. All inmates escaped. It was shifted from the lower floor to the upper floor, back to the lower floor again, then to a flat on Rush street, then to a barn up an alley where it operated two days, back to the flat, back to 68 Chicago avenue, back to the flat, to a house on Rush street and then to 1013 Dearborn avenue, where it was again raided. The book is still in operation. While it was in active operation and before the Gambling Squad had persistently raided it, the Chicago

avenue police were on the most friendly terms with the "look-out," and there is not the slightest doubt, from the testimony of commanding officers in this precinct, that they had constant knowledge of its existence. The same ingenuity and activity were noticed in several other handbooks reputed to be controlled by Mont Tennes in various parts of the city.

While it may be difficult to prove by direct evidence that the actions and movements of this squad, while it was operating against the bookmen and other gamblers, have been "tipped off" by the local police, and that they have been followed and shadowed by precinct plain-clothes men, yet the Commission is convinced that such has been the case and that the operations of the squad have been greatly hampered by opposition in the department. On the other hand, it seems clear that in the start, at least, the Gambling Squad itself was not above suspicion, either on account of palpable stupidity or deliberate collusion with the gambling fraternity.

The Commission is of the opinion that under a properly organized and administered police force there is no necessity or excuse for a gambling squad such as the one now in existence. If the Gambling Squad can locate and raid handbooks and gambling houses in precincts with which they are unfamiliar, the inefficiency of the commander of that precinct in failing to so raid and suppress gambling, is conclusively shown. The Commission has secured a great deal of general information relative to open games on public streets in the city of Chicago at various times during the past summer, the existence of which was positively known to commanding officers and the men under them. The existence of these places and their character, shown by the testimony in the public hearings to be known to the police, can be explained only on the ground of inefficiency or complicity.

#### PROSTITUTION.

That prostitution has existed in the past, does exist now, and probably will always exist, is admitted by the Commission. The state laws and the city ordinances prohibit the operation of bawdy-houses, assignation houses, houses of prostitution and ill-fame. If the Police Department of the city did its sworn duty to enforce the laws of the State of Illinois and the ordinances of the city of Chicago, there could be no open houses of prostitution. However, upon the theory that public opinion permits a breaking down of the laws and ordinances in this respect, houses of prostitution and assignation have been permitted to run unmolested by the police in various parts of the city. In order to define the relationship of the Police Department with houses of this character, and

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prostitution generally, the then General Superintendent of Police, on April 28, 1910, promulgated the following rules for the regulation of this vice:

“Office of the General Superintendent of Police,  
“Chicago, April 28, 1910.

“The following orders regulating vice, which have been heretofore promulgated, are reissued in this form in order that every member of the department may be personally advised concerning them and govern himself accordingly:

“To Commanding Officers: The following rules governing the regulation of vice are hereby promulgated and will be rigidly enforced by all commanding officers:

1. “Messenger and delivery boys, or any person over the age of three or under the age of eighteen years, shall not be permitted either in the district or to enter the premises.

2. “Harboring Inmates Under Legal Age—The law in this subject is to be rigidly enforced, and all keepers held strictly accountable. If inmates under age are found, the houses shall be suppressed, and it shall be definitely understood that this action will be taken in any and all cases where this law is violated.

3. “Forcible Detention—No person, regardless of age, shall be detained against his or her will, nor shall iron bars or other obstacles be permitted upon any exit.

4. “No Women Without Male Escorts shall be permitted in a saloon. All soliciting of this nature to be vigorously suppressed.

5. “Short Skirts, Transparent Gowns or Other Improper Attire shall not be permitted in the parlors or public rooms.

6. “Men will not be permitted to conduct or be domiciled in a house of prostitution or to loiter about the premises. Males evidently subsisting on the income of inmates will be arrested as vagrants.

7. “Soliciting in any form shall not be permitted, either on the streets, from doorways, from windows or in saloons.

8. “Signs, Lights, Colors, or Devices, significant or conspicuous, indicative of the character of any premises occupied by a house of ill-repute, shall not be permitted.

9. “Obscene Exhibitions or Pictures shall not be permitted.

10. “Restricted Districts—No house of ill-fame shall be permitted outside of certain restricted districts, or to be estab-

lished within two blocks of any school, church, hospital or public institution, or upon any street car line.

11. "Doors—No swinging doors that permit of easy access or a view of the interior from the street shall be permitted. All resorts shall be provided with double doors which shall be kept closed.

12. "Liquor—On and after May 1, 1910, no liquor will be permitted to be sold, carried in stock or given away in connection with any immoral place.

"The foregoing rules shall govern throughout the city. These regulations are permanent and commanding officers will hold all responsible to rigid accountability for their enforcement."

Chief of Police McWeeny, upon his examination by the Commission, stated that this rule was in full force and effect and in no way modified or amended. It also appears very clearly from testimony that shortly after the present Mayor's inauguration, the Chief of Police and the commanding officers of the divisions, districts and precincts in which houses of prostitution were generally known to exist, were called together, and directed that this order be strictly enforced.

With one exception, every commanding officer in command of territorial divisions where houses of prostitution were known to exist, testified he was familiar with the order, and that the same was being enforced to the best of his ability. The one exception, in command of a precinct where many houses of this character existed, denied ever having heard of the order.

With reference to houses of prostitution, the order above referred to prohibits the sale of liquor in such places. In the segregated district on the South Side the great majority of the houses of prostitution have government licenses, and since the first day of May, and down to and including the present time, have sold liquor in defiance of this rule, openly and notoriously. Government licenses are not so numerous in the vice districts in other parts of the city, but there are enough on the West and North Sides to indicate, without any other evidence, that from the sale of liquor comes a part of the revenue of these houses.

Up to the time the investigation started liquor could be bought openly, and with no questions asked, in practically all of the houses of prostitution and assignation in the city, with some exceptions in the 15th precinct, or South Chicago, where it would appear that in the houses other than those connected directly with saloons, the sale was more or less closely watched and prohibited. That such sale of liquor could continue without the knowledge of the police again means but one of two things—inefficiency or complicity.

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The order further prohibits soliciting from the doors or windows of houses of prostitution. The testimony of commanding officers of the vice districts in this connection was that such soliciting was sporadic and practically impossible of detection, and that every effort was being made to prevent it. Much complaint was made that the judges of the Municipal Court assessed too low fines to make the rule entirely enforceable. The facts, borne out by the investigation, are that in certain districts and along certain streets no concerted effort was made by the police to stop it. Our investigators secured star number after star number of uniformed patrolmen who stood idly by in a position where they could have prevented it easily, and an investigation of the police reports invariably has shown that the men in question were on duty at the time and place charged.

The statements of others bear out the truth of this charge against the department. It might pertinently be asked, Why have charges not been preferred against these men? In answer it may be said that the Commission is satisfied that the fault does not lie with the uniformed patrolmen, but with the commanding officers and the system. The matter of prostitution and prostitutes in each district is under the direct control of two or more plain-clothes men who report to no one but the inspector, captain or lieutenant who may be in command of the precinct. In police circles they are known as the commanding officers' "confidential" men. They make no reports in writing. No order is given by any one in authority, but the uniformed patrolman knows that he must keep his hands off where prostitutes are concerned, or may expect a transfer. This has been denied repeatedly on the stand, but statements made by responsible officers, given in confidence, including lieutenants, sergeants and patrolmen and even plain-clothes men assigned to this duty, have convinced the Commission of the truth of this statement.

No attempt to enforce this section of the rule appears to have been made, and here again the connection between the tough saloon and prostitution is clearly shown.

In most instances the reputed wife of the proprietor acts as the "Madame" and poses as the owner, but many instances have come to the Commission's attention of the ease with which a new "Madame" and a new "wife" are obtained at the same time. In fact, some owners of several houses are conveniently provided with several "wives."

No falling back on the alleged faults of the vagrancy law of the state can satisfactorily explain this situation. These men are not vagrants. As to the "pimps" who live in idleness on the earnings of one or more prostitutes, the advisability of securing the passage of a more

stringent vagrancy law may be well considered. The names, habits and haunts of these men are well known to the police.

The vice order prohibits short skirts, transparent gowns and other improper attire in public rooms, and also prohibits obscene exhibitions or pictures. Both of these rules have been violated in the South Side district, and also in other parts of the city. These violations have been known to the police, and some of the so-called "entertainments" are too vile for description. This feature of the order should receive particular attention.

Indulgence in unnatural practices in houses of prostitution has become so well established that it is a matter of common knowledge. All places where crimes against nature, as prohibited by the criminal laws of this state, are permitted, and all men and women indulging therein, should be driven from the city. The same should be done with the class of male perverts whose gathering places, haunts and habits are unquestionably known to the police.

There has been no opportunity of making a comparison of present conditions with those of prior years with regard to street soliciting, but it is sufficient to say that up to recently the extent of this practice in various parts of the city was a disgrace to the Police Department and to the city of Chicago. Prostitutes swarmed the streets with brazen indifference to the police, "hustling" in and out of low saloons, assignation flats and "transient" hotels.

Report after report has come in of the utmost indifference of the uniformed men to this vice; star numbers by the score have been turned in and the presence of these men at the place and time given has been verified from the records. Many of the street-walkers claim they have protection, and say they are not afraid of the police.

Here again the plain-clothes men detailed on prostitution are much in evidence. Practically to them alone is assigned the duty of arresting well known street-walkers, and a marked difference in the method seems to prevail as to "regulars" and "stragglers."

The "regular," i. e., one who is supposedly under protection and well known to the police, when it comes time to make an arrest to satisfy police conscience or the demands of the professional bondsman, accommodatingly goes to a quiet and appointed spot near the station, convenient to the plain-clothes men, and "stands for the pinch," is immediately booked out on bond signed by the professional bondsman, and hack on her beat with but little annoyance or loss of time. The next day a nominal fine is imposed and the episode is over.

The story of the "straggler" is different. She is liable to be arrested

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by any officer and her fine is likely to be heavy. She is soon either driven out of the precinct or seeks "protection" and becomes a "regular."

The grave danger of the spread of venereal disease through this class of prostitutes and the effect upon young men, as well as the blot upon the good name of this city, makes it apparent to this Commission that a concerted effort should be made to stamp out this evil. There should be no discretion as to the fine to be administered. The ordinances should be so amended as to provide a fixed sum for each offense, with a final penalty large enough to make street-walking unprofitable.

The order of April 28, 1910, prohibits unescorted women in saloons. A judge of the Municipal Court has held that portion of the order unenforceable, even as applicable to disorderly saloons. Unescorted women do not congregate in the rear rooms of saloons or in rooms above with a bar connection, for any moral purpose. Any court in Chicago might properly take judicial notice of the fact, which every man knows, that women congregate in these places for the purpose of solicitation, either of the purchasing of drinks or prostitution, or both.

The city of Chicago, under its charter, is clothed with police power to regulate saloons and to abate disorderly houses and places of all kinds. There can be nothing much more disorderly, dissolute or disreputable than the saloons that cater to prostitutes who nightly ply their trade therein with the connivance and encouragement of the proprietors and employes thereof. We would respectfully suggest that the matter of the legality of that part of the order prohibiting unescorted women in saloons be submitted to the Corporation Counsel for an opinion, and for suggestions as to remedial legislation.

There can be no doubt of the validity of that portion of the order which prohibits soliciting in saloons, nor can any reasonable man see the slightest excuse for the failure of the police to enforce it. Yet, in certain parts of the city, such saloons have been and are now being permitted to run in open and notorious violation of the order, with the full knowledge of the police, and, up to a very recent period, without any attempt at regulation. For the present, the time-honored subterfuge of the professional escort is in vogue in many of the places, but this is so transparent a fraud that it can deceive no one. The only result is to force the unfortunate prostitute to part with a little more of her pitiful gains.

A statement by responsible commanding officers that there are no violations of this part of the order is conclusive again of one of two things—inefficiency or complicity. The Commission has collected a mass of evidence showing beyond the possibility of a doubt that large numbers of saloonkeepers on all three sides of the city cater to and protect this



trade, and could not exist without it. Among the statements secured by the Commission are those of dive-keepers themselves.

Police rules prohibit direct inside connection between saloons and assignation houses or transient hotels above. The rules in this respect have not been faithfully and impartially enforced, and there has been no uniformity of administration in respect to music and entertainments in saloons.

A natural adjunct to soliciting by prostitutes on the street and in saloons is found in the so-called transient hotels and assignation houses and flats. Where the soliciting is most prevalent, there such places are the most numerous. In the 38th precinct, where street-walking and saloon "hustling" are probably greater than any other district in Chicago, the responsible commanding officers admit the existence of approximately fifty such transient hotels and flats in an area of less than half a square mile, on their "police list," while our investigators have located and reported more than one hundred.

Many of these places have sold liquor without a city license, openly and notoriously. A most flagrant instance of police neglect or culpability is the permitting the operation of the Village Inn, 63 West Erie street, in violation of every paragraph of the police order of April 28, 1910, the state laws and the city ordinances. A hotel, a restaurant and a saloon, without a license to operate any one of them, a bawdy-house in connection, and open at all hours, on the police list, and nothing done except a "raid" of plain clothes men at an early hour in the morning, overlooking twenty or more "guests" hidden in the basement. This place was open as late as November 1, 1911.

It is a significant fact that well-known "shady" hotels are omitted from the police lists while well-known high-class places, such as the Virginia, Plaza and Newberry, are on the list. It is not intended to be inferred from this that the so-called "police list" of hotels included the Virginia in the "shady" class, but merely to indicate the looseness of the police record system.

The police method of keeping track of known prostitutes is a farce. The General Superintendent of Police testified that in every precinct where these people were, a card index was a part of the station record, and that this index gave all the information necessary. Every commanding officer of such a precinct testified that no such record was kept, and that there was no official record in any precinct except the 38th. Plain clothes men assigned to this duty keep individual pocket memorandum books that are not even intelligible, and are based upon no uniform system. If this vice is to be recognized and to be subject to police regula-

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tion and restriction, a uniform method of keeping official records should be installed and its completeness and accuracy guaranteed.

The order of April 28, 1910, provides that no house of ill-fame shall be permitted outside of certain restricted districts or upon any street-car lines. The Commission has been unable to learn that there is more than one recognized restricted district in Chicago, and that one by sufferance only. This paragraph of the order can only be meaningless and unenforceable until the "restricted districts" are defined. As a matter of fact, houses of ill-fame exist on all three sides of the city, in direct violation of this paragraph of the order, and have so existed for years.

One of the worst features of the prostitution problem in Chicago is the existence of numerous "call houses." These are usually flats occupied by one woman who upon demand calls in girls or women by telephone for the purpose of prostitution. Among the women "on call" at these flats are many of apparently good family, employes in down town stores and offices, who devote certain nights a week in increasing a meager wage by prostitution. This practice is not confined to flats alone, but includes so-called "transient" hotels of the more elaborate type. The "call houses" are ordinarily in residential sections on the North or South side, and the sale of liquor therein is common and unrestricted.

The system of medical examination of prostitutes and the issuance of certificates of alleged freedom from venereal disease is a species of graft that should be eliminated. Investigation on this line is just starting, but the Commission expects to show the following:

That certain physicians, catering to this class of patients, make such examinations and issue certificates, many of which they know to be false, and divide the proceeds with landladies; that in many cases certificates are issued weekly, without examination, and that the police in certain districts are in collusion therewith.

### SALOONS.

As a general rule, saloons that cater to men alone close promptly at one o'clock, unless there is gambling in connection. Violations by saloons that cater to men alone, and where gambling is not common, are occasional only—due to the desire of the proprietor to be a "good fellow" with an occasional convivial crowd that is willing to spend an hour or two and some money. This, while a violation of the ordinances, is not in itself particularly subversive of morals. The all-night saloon that keeps open to cater to the prostitute and her male companions, and to the "skin" gambler and his victim, is the one to be placed under the ban.

No sane man of ordinary city experience can argue for a moment that such places can keep open without the knowledge and tacit consent

of the police. The usual method is to close the public bar promptly at one, turn out the lights and give the impression from a casual view from the street that the place is closed. Through the medium of a back room, rooms above the saloon, a convenient restaurant or chop suey place, or the assignation hotel or flat run in connection, a new source of supply is opened and the sale of liquor goes on as long as there are purchasers. This has been the common practice in connection with saloons in all parts of the city catering to the trade of prostitutes or their following. The police seem to have an idea that if the bar is closed, the sale of liquor in so-called restaurants or chop suey joints, with or without food, is no violation of the ordinances.

The Commission suggests the amendment of the present rules, or the promulgation of further rules that will clearly show to the members of the department that the ordinance governing the sale of liquor between the hours of one and five a. m. applies to every spot in the city of Chicago not covered by a special bar permit.

#### DEPARTMENTAL ORGANIZATION.

The personnel of the Police Department consists of one inspector<sup>1</sup> for each police division, one captain for each police district, and such numbers of lieutenants, sergeants and patrolmen and other employes as may be appropriated by the City Council from time to time.

For purposes of police jurisdiction the city is divided into eight divisions, each in charge of an inspector. Each division is again subdivided into two or more districts in command of a captain. These are again divided into two or more police precincts, each theoretically in command of a lieutenant; each precinct having, in addition to the lieutenant in command, its complement of sergeants, patrolmen, operators and other employes. Theoretically, under the rules, the lieutenant on duty is responsible for conditions in the precinct; the captain for conditions in the district; the inspector for conditions in the division. However, the facts are that this ideal military organization exists in theory only. Few, if any, of the captains exercise any direct control or supervision over any precinct other than the one in which he establishes his

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<sup>1</sup>(At this point the report devotes considerable attention to the absolute inefficiency or utter neglect of duty on the part of the Inspectors of Police. Serious question is raised as to the utility of such an office, and the remark is pertinently made that "if other police officers and men were doing their duty according to the rules, there would be no need for this office." Since the publication of the report the inspectorships have been abolished. Each of the twenty-two police districts has a captain, and this captain is to be actually responsible for conditions within his jurisdiction. It is to be hoped that in the future there will be no captains' policies as there have been "Inspectors' Policies" in the past.—Eds.)

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headquarters. The inspector exercises a general supervision of his division, but that direct authority and responsibility contemplated by the city ordinances and the rules and regulations of the department are wholly lacking. With respect to the captains, while there is no specific provision in the rules requiring inspections of station equipment and personnel in their respective districts, yet the proper performance of police duty would require such inspection and supervision. The practice appears to be to have the lieutenants of the so-called sub-stations send daily reports, much along the lines of the inspectors' reports to the Chief of Police, which are signed by the captain as well, and forwarded to the inspector and by him to the Chief of Police. The lieutenants themselves do not appear to keep copies of these reports; at least, such is clearly the case in the Fifth Division. Few of these reports are signed by the officers themselves, and frequently are not even read by them. The whole system of daily reports is farcical in the extreme. In the past each station kept attendance records of its officers. These have been discontinued. So many important questions of police administration are liable to turn upon the matter of the exact location of commanding officers at specified times that it would seem to be absolutely essential that the station records show when an officer arrived on duty, when he left for purposes of patrol or other police duty, when he returned, and when he went off duty.

As to the exercise of jurisdiction and control by inspectors and captains in precincts other than those to which they are assigned, the testimony taken would seem to indicate clearly that the inspector and captain practically absolved themselves from any responsibility for the precinct other than the one to which they are assigned. The inspector of the Fifth Division when on the stand in the general investigation, was asked about conditions in the division west of Center avenue. He said that was outside of his precinct, and had to be asked again and again if that was not in his division, and if he was not responsible therefor. Each inspector examined practically disavowed any responsibility, except of the most technical kind, beyond his precinct lines.

In the Fifth Division not a single lieutenant of the three stationed there could give an intelligent explanation of his duties, and practically every one of the five officers in the 27th precinct passed the responsibility on to the others. Why there should be five officers in one precinct and one in the next, in view of the evident disregard of the provisions of the rules regarding territorial responsibility of inspectors and captains, has not been satisfactorily explained by anyone.

The position of General Superintendent of Police is analogous to that of a commander of an army. The experience of centuries has shown

the absolute necessity of providing such a commander with an adequate and intelligent staff properly equipped to perform the duties involved in the administration of such an organization. The same rule holds good as to any large business enterprise. When the position of inspector was created it was with the intention of providing the General Superintendent with the counsel, assistance and advice of trained police officers of long years of experience. As they now exist they are virtually independent commanders, frequently owing allegiance, not to the General Superintendent, but to the politicians most powerful in their respective territorial districts. The General Superintendent of Police should be able, from the reports of experienced, reliable and honest officers of high rank, to know what vice conditions are and how the laws and ordinances are being enforced in every part of the city. If Chief McWeeny had had such information from men on his own staff upon whom he could place reliance, he never would have made the statements which he did as a witness before the Commission. The daily reports of the inspectors, unverified, would naturally lead him to make the statements which he did. He simply admits that under the existing system he can know nothing of police conditions unless he personally makes an investigation.

The Commission, from its investigation, is now of the opinion that Section 1917 of the City Code should be amended so as to eliminate the requirement that the General Superintendent shall divide the city into divisions and districts and assign inspectors and captains to command the same, and that the rank of inspector be abolished. The Commission is further of the opinion that such number of captains and lieutenants as may be found necessary be assigned to staff duty at general headquarters, under the direct control of the General Superintendent, but subject to return to general duty at any time.

The methods in vogue in the Police Department, with regard to reports, orders and correspondence, are loose in the extreme and do not conform in many particulars to the rules.

Rule 29 of the Rules and Regulations provides that there shall be kept at each station twenty-eight varieties of records and reports. Careful consideration should be given to the matter of simplifying the record system and reducing the number of records. The Commission has been able to give but little attention to this matter, but from what little has been done it seems certain that the record system is an inheritance from the time when the department was comparatively small; that the same is cumbersome, with many useless entries, and that much valuable information which should be kept in the department is lost in the mass of routine stuff. Many reports are kept in the most slovenly and disorderly manner.

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In the matter of orders, the Commission finds from the testimony that the great majority of orders are given by telephone, and that no record thereof is kept. The same is true to a less degree in the matter of reports. A system should be devised whereby, with the least amount of effort, every order and report sent over the telephone would be recorded.

None of the stations—not even division headquarters—are supplied with typewriters, all reports being in longhand. Serious consideration should be given to the question of substituting clerks and stenographers for patrolmen now acting as secretaries for inspectors, captains and lieutenants. A patrolman is not selected for his clerical ability, and when detailed to clerical work he is frequently doing work which would ordinarily be done in a private corporation for from \$60 to \$75 per month, at a cost to the city of \$1,200 per year.

The rules specifically provide that in all official communications, titles and not names shall be used wherever practicable. The meaning of this is that a communication should be addressed, not to "Lieutenant Jones, commanding 5th Precinct," but to "The Commanding Officer, 5th Precinct," so that when a communication is received it will not be treated as personal and laid on the lieutenant's desk until he returns, but will be opened by the sergeant who is in command at that time. The evidence shows that important communications needing immediate attention, which were addressed by name and not title, had not received the attention required.

The rules also specifically provide that communications must be signed personally by the officer from whom they purport to come. The Commission has in its possession a mass of communications from inspectors, captains and lieutenants, not one of which is signed by the officer in person, but by some patrolman acting as his secretary. As a matter of fact, the inspector's perfunctory daily reports, which follow the same language and the same verbiage day after day, are not even brought to the attention of those officers.

Section 10 of Rule 7 provides for the keeping by desk sergeants of cards bearing the precinct number and post number, and on which shall be briefly stated all special orders, instructions, complaints, etc., relating to that post as they occur from day to day, and provide for the signature of the Patrolman on the post from time to time to indicate that he is fully familiar with all complaints and special orders regarding his post. With this rule conscientiously enforced, without any hampering influence from the station, the Patrolman on the post can clean up all questionable situations with great ease and accuracy, but here again it will be found that the rule in this regard is not being obeyed.

The Commission has heard testimony and has received communica-

tions in vast number that complaints, either in writing, by telephone or by word of mouth, when they affect gambling, street walking, disorderly houses, all-night saloons, and similar violations, receive but scant courtesy at the stations or in the precincts where these conditions abound. Some complaint has also been made that the same rule applies to petty thievery, activities of pickpockets, and even of burglaries and robberies.

The method in vogue of desk sergeants writing verbal complaints on slips of paper, placing them on a spindle and tearing them up when an officer reports thereon, needs no comment.

The matter of running out and reporting on all complaints is of such vital importance to the individual citizen that the common expression by the citizen that it is of no use to make complaint at the station, should never be heard in the City of Chicago.

#### DISCIPLINE.

The necessity for strict discipline in a body such as the Police Department needs no argument. The Commission does not wish to be understood that it is in favor of the rigid, hard-and-fast rules of discipline in vogue in the regular army; but if individual efficiency is to be attained in the Police Department, a system approaching the military system must be installed.

Great improvements have been made in the matter of the appearance of the members of the department. The men are better uniformed, their uniforms are kept in better condition, and complaints which were rife a few years ago of the "sloppy" appearance of the members of the department, of men appearing on the street with coats unbuttoned, shields, badges and buttons unpolished and shoes unblackened, no longer prevail. As a whole, the uniformed men at all times present a creditable appearance, but in the other matters of discipline the department is vitally lacking.

Nothing can be more subversive of discipline than a patrolman calling his commanding officer by his first name, to be on terms of intimacy with his sergeants, or to be seen in public places eating and drinking, and particularly the latter, with the men under him. The converse is true when commanding officers habitually refer to the men under them by their first names and are generally on terms of equality with them. The very theory of rank in the Police Department means a breaking away from equality. The placing of one man in a position of official superiority above a number of others, in order to make his control bring forth the best results, means to a certain extent the elimination of equality.

If there is one great fault in the Chicago Police Department, it is the

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fact that to a large extent the sergeants do not exercise that degree of authority and responsibility which their title and increased pay demands. By virtue of the very equality common in the department, few of the patrol sergeants secure from the men under them that strict attention to duty and constant effort in the performance of police duty which the position of patrolman requires. The Commission has, without any particular effort to do so, secured reports in a comparatively short space of time of approximately 200 uniformed patrolmen violating departmental rules by loafing and lounging about saloons and other places when their duties required them to be on beat.

Commanding officers interviewed from time to time are almost united in the statement that they do not get the right sort of work out of the patrol sergeants, and few if any complaints of breaches of departmental discipline on the part of uniformed patrolmen are received from them. Any patrol sergeant who goes through a year of service without making a single complaint against a uniformed patrolman is certainly not performing his duty; yet the investigation has shown that but few patrol sergeants make any such reports.

It must not be understood that the Commission favors the species of espionage universally referred to in the department as "piperising," but unless the patrolmen can be made to perform their duties and to patrol their posts faithfully, through the efforts of the patrol sergeants, some system of checks upon their actions must be had. The patrolman who habitually loafs in saloons, cigar stores, restaurants, basements of apartment houses and other places, between the pulls of the box, must either be eliminated from the force or be made to perform his duty.

The rules further prohibit and fix a penalty for entering saloons while on duty not in the line of duty, as well as drinking intoxicating liquors therein. Uniformed patrolmen are constantly seen drinking in saloons. For years the record of the Trial Board shows that a very large percentage of the cases tried by it are attributable to the use of intoxicating liquors. Many of the complaints as to uniformed patrolmen being seen in saloons, when run down and verified from the records, show that the men complained of were not then on duty in the strict sense of the word. In other words, their eight-hour shift had not begun, or was completed; but the rules provide that although certain hours are allotted for the performance of ordinary duties, every member of the force will be considered as being always on duty.

Another fact tending to show lack of discipline and departmental demoralization is the practice of officers and men accepting free drinks, cigars and meals from the keepers of saloons and restaurants, many of which are constant violators of the law. If a patrolman is in the habit



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of accepting free accommodations of this character, he will be most apt to be lax in the performance of his duty when the person who has so favored him is guilty of an infraction of the law.

### SPECIAL ASSIGNMENTS.

Most of these assignments are what are known as "soft berths," gained largely through influence and favoritism, political and otherwise. The assignment of patrolmen to duties that can be performed more efficiently and at a lower salary by other types of employes is an injustice to the taxpayers and a financial injury to the city.

The detailing of the men to private institutions of a charitable nature, no matter how worthy they may be, is another injustice. The same may be said as to officers doing work which should be paid for by the county, and on work which should be paid for by individuals or corporations. The use of patrolmen as messengers at a salary of \$1,200 per annum is in itself an absurdity. The public pays its patrolmen for police duty, and no special assignment should be made that cannot be said to be entirely of a police nature.

In the matter of the assignment of sergeants, both desk and patrol, no consideration whatever is given by the department to the number of men under command. The eight-hour shift is taken literally, regardless of the amount of work to be performed, and every station is furnished, as far as possible, with at least three desk and three patrol sergeants. The deficiency in this number, if any, is made up by the special assignment of acting sergeants.

The utter absurdity of the system and its application is shown by a comparison between the 1st and 16th precincts. In the 1st there are two regularly assigned desk sergeants and seven patrol sergeants, with a total force of over 400 on duty—an average of substantially one sergeant to every forty men. In the 16th, three desk sergeants and two patrol sergeants, with a total force of thirty-six men on duty, or an average of one sergeant to every seven men. It is even worse in the newly created 9th precinct, where they have one lieutenant and five sergeants, with six men on patrol duty. In the 7th precinct, on the day shift, one sergeant supervises the work of two patrolmen.

Whether the eight-hour shift stands or falls, regardless of the amount of work performed, there can be no excuse for the assignment of patrol sergeants to the supervision of the work of two or three, or even six men. They would better be replaced by patrolmen and leave the supervision to the lieutenant in command, or the desk sergeants. There can be no use in such a station for that number of sergeants, if a day's work is to be given for a day's pay.

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### TRANSFER SYSTEM.

It is universally conceded that the transfer system now in vogue tends to deter the men of the department from the performance of their duties and to permit the use of favoritism. Transfers are made for three reasons:

First, at the request of the person transferred, in which case political influence is frequently used. Second, as a matter of discipline. Third, because of some act done by the person transferred, which is objected to by some person of influence, political or otherwise, against whom the act is directed.

Transfers as a matter of discipline may not in themselves be objectionable, but as a rule it would be far better to punish the offender by reprimand, fine, suspension or discharge, than to pass him on to some other officer who will again transfer him for any breach of discipline.

The third form is the most demoralizing. While a patrolman will not come out in the open and testify that he is deterred from performing his duty through fear of transfer, yet such is the case. Patrolman John Smith will not report a saloon open after one o'clock, if he is satisfied that the saloonkeeper has any influence whatever. If he does report him and finds the saloon open again the next night, he knows that he is not expected thereafter to report the fact. If he persists, he knows that he will be transferred to "the prairies." The same is true of gambling and all other forms of vice. This species of transfer should be entirely eliminated.

The rules provide that all members of the police force, from the patrolmen up, are required to keep track of and report on the movements, haunts and habits of all persons of well-known bad character. The evidence shows that this is not done except in the most haphazard manner, and with no uniform system in the various precinct stations.

Many commanding officers have complained vigorously of the vagrancy ordinance as applied to the class of persons known as "pimps." It applies as well to pickpockets and other thieves. It is shown by the evidence that pickpockets and hold-up men have regular haunts, usually in saloons, and it seems clear that they have no occupation other than that of crime; yet these saloons, known to the police, are permitted to harbor such persons without restraint, and many of them have the reputation, at least, of being "fences" for stolen goods.

The Commission has received more or less evidence that pickpockets and hold-up men are under police protection and pay for the same. A good deal of this payment is due to the plain-clothes men and not to the officers. The Commission is convinced that an honest endeavor on the

part of the Police Department to rid the city of all persons of this character would prevent the yearly recurrence of "the wave of crime."

It is admitted on all sides that the department is carrying on the active list many men who, by reason of age, habits or physical condition, are not fit to perform police duty. Many of these men are eligible for retirement, but through favoritism or the system are kept on the force for the simple reason that they prefer to draw full pay rather than the pension allowance. Efforts have been made to secure the retirement of these men, but without much actual success.

The Pension Law permits the retirement of any member of the force over fifty years of age, after twenty years of service. The law should be amended so as to provide for compulsory retirement upon reaching a certain age limit. This might be graded for the character of the service, but it would probably answer the purpose better if it were the same age for all—say sixty years. The law should also be amended so as to prohibit payment of pensions to a man who had been discharged from the force for any cause other than disability incurred in the line of duty.

There should be established in the department an annual or biennial medical and physical examination of all members of the department, in order: First, to check disease in its inception and to force men to keep in good medical and physical condition. Second, thereby to protect the pension fund. Third, to rid the department of men not able to perform their duties.

The Police Department should not be run upon sentiment, but as a purely business proposition. The pension allowance is liberal in the extreme, and there could be no reasonable complaint on the part of the members of the department if a compulsory retirement for age or disability were strictly adhered to.

The Civil Service Law requires the certification of the three highest on an eligible list, and gives the appointing power the right to select one of the three so certified. Commissions past and present have realized the abuse to which this provision of the law may be put, but this Commission does not believe that any commission since the law first went into effect has known that promotions have been paid for. Such, however, is unquestionably the fact. The practice has been for persons claiming the power to influence the selection to collect money from as many as possible of those likely to be certified, keep the amount paid by the successful ones, and repay those not selected, with the explanation that counter influence was too strong. The Commission is convinced that this has been done frequently without the knowledge of the appointing power.

The fact that the title of the person securing promotion in this way is doubtful, makes the securing of positive evidence in individual cases

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impossible. The mayor's order to select the top of the list hereafter, unless there is some specific reason against so doing, will eliminate this evil.

The rules provide that the lieutenants shall establish and conduct a general school of instruction at least once each week. This rule is ignored in ninety per cent of the precincts in the city; yet the ignorance of officers and men of the provisions of the Book of Rules, the orders of the department and the elementary law necessary to good police work, is admitted on all sides. The rules also provide for the establishment and conduct of a school of instruction for recruits. Such a school was established in the fall of 1910 and operated for some months with unqualified success. There should also be a school for officers of the lower grades, where, in addition to advanced instruction, there can be an exchange of ideas on police duty, pending cases, new laws and ordinances, and other matters of interest.

The organization, composed of members of the Police Department and known as the United Police of Chicago, is inimical to the best interests of discipline. Its original purpose, namely, to protect members of the department from suits for damages arising out of the performance of police duty, was in itself harmless, but there should be no necessity for such an organization. The city of Chicago should take care of such suits, and hold members of the department harmless, unless it clearly appears that the policeman sued has been guilty of the improper use of his power, or abuse of his authority.

The purposes of the organization, however, have been greatly enlarged, and now it defends its members at trials for breaches of departmental rules and regulations, collects and disburses funds to influence legislation, and has been charged with a conspiracy to secure salary advances by means of bribery.

The scandal arising over the last appropriation bill in connection with the increase of salaries asked for members of the department is sufficient in itself to call for the dissolution of the organization. Discipline cannot be enforced if the organization defends men for disorderly conduct, drunkenness, sleeping on post, maltreatment of prisoners, and abuse of citizens, and the numerous cases brought before the Trial Board.

### CONCLUSIONS.

From the evidence obtained by it, the Commission has come to the following conclusions:

(a) That there is, and for years has been, a connection between the Police Department and the various criminal classes in the city of Chicago.

(b) That a bi-partisan political combination or ring exists, by and

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through which the connection between the Police Department and the criminal classes above referred to is fostered and maintained.

(c) That to such connection may be charged a great part of the inefficiency, disorganization and lack of discipline existing in the department.

(d) That aside from such connection, inefficiency also arises through faults of organization and administration.

(e) That the Police Department, as now numerically constituted, can enforce any reasonable regulation in regard to gambling, crime and other forms of vice, if honestly and efficiently administered, as well as perform all other routine police duty.

### RECOMMENDATIONS.

The Commission at this time makes the following suggestions, not in the sense of finality, but to merely bring up for discussion the ideas that have come to it as a result of its investigation:

1. That the division of the city into police divisions and districts be abandoned.

2. That the position of inspector be abolished.

3. That captains be assigned to command important precincts, and lieutenants the remainder, and that each be held strictly accountable for conditions therein, these officers reporting directly to general headquarters.

4. That such number of captains and lieutenants be detailed to general headquarters as to constitute an efficient working staff for the General Superintendent, at all times subject to return to former duty.

5. That a system of inspection be installed that will insure the proper performance of police duty on the part of officers and men.

6. That improved methods of reports and correspondence be introduced and the record system thoroughly overhauled and revised, and headquarters' records consolidated as far as practicable.

7. That all assignments to "special duty" other than city police duty in the strictest sense, be discontinued, to the end that every available patrolman may be on beat.

8. That the present method of assignment of sergeants be revised so as to secure, as far as possible, equality as to numbers of men super-vised.

9. That transfers as a punishment or at the request of persons outside the department be discontinued.

10. That the standard of promotion examinations be raised.

11. That so far as possible there be established in the Police Department a system of efficiency markings that will insure, through means

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practically automatic, the recording of efficiency for purposes of promotion of every officer or other person in the department.

12. That a system of ascertaining and recording individual efficiency, as nearly automatic as possible, be installed and maintained, and that as a factor thereof annual or biennial medical examinations be held.

13. That in all promotions the person at the top of the list be taken unless some valid and substantial reason exists why he should not be promoted.

14. That an age limit be fixed for compulsory retirement of members of the department.

15. That the Police Pension Law be revised so as to prevent payment of pensions to persons discharged from the force.

16. That the possible appointment and use of substitute patrolmen be considered.

17. That the School of Instruction for recruits be re-established and a system of station schools of instruction, uniform throughout the precincts, be devised and installed, as contemplated by the rules, and that a school for officers be established.

18. That the rules regarding vice be revised and amplified.

19. That the ordinances prohibiting street-walking be amended so as to provide for a graded increase of fine for each offense, eliminating judicial discretion as far as possible.

20. That the laws regarding vagrants and persons of known bad character be studied with a view to a revision of the same.

21. That a card index system be installed in every precinct station that will show at all times, up to date, the name, description, character, haunts, habits, associates and relatives of every known person of bad character, residing in or frequenting such precinct, including pick-pockets, hold-up men, safe-blowers, confidence men, "pimps," prostitutes and people who have operated gambling or gaming houses.

22. That immediate and stringent measures be taken to disband the organization known as the United Police, and to prevent the creation of any organization whose influence and tendency is to break down departmental organization and efficiency.

(Since the above was put into type, the Commission has extended its investigation of the Chicago police force. Following are the conclusions and recommendations of the Commission in addition to those already cited. Eds.)

That with the department as now organized efficient administration cannot be expected nor secured.

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That amendments to the laws and ordinances also are necessary to a higher degree of efficiency.

The Commission recommends:

That steps be taken at once looking towards the complete reorganization of the department of police along logical and scientific lines, retaining everything of value, remedying existing faults and removing the service as far as possible from the influence of politics.

That in such reorganization due consideration be given to the creation of an efficient staff of carefully selected men to assist the executive head in the administration of the department.

That a study be made of secret service methods in use in the federal service and in other cities of the United States and abroad, with a view of creating a detective or secret service force in this city which will be up to date, progressive and useful.

That the control of traffic in the central portion of the city be placed in charge of a single commanding officer, and that responsibility for all other police duty in the First precinct be placed upon the precinct commander.

That an effort be made to secure the establishment of courses in police work in one or more of the city's universities or training schools.