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FINDINGS AND RECOMMENDATIONS OF THE
CHICAGO COUNCIL COMMITTEE
ON CRIME.¹

CHARLES E. MERRIAM.²

In the Spring of 1914 there was a crime wave in Chicago that stirred the citizens and aroused the City Council to action. An ordinance was introduced and passed providing for drastic regulation of what is commonly known as "gun toting." At the time this ordinance was passed, however, the belief was expressed by many persons that the proposed remedy was by no means thorough going enough to reach the source of the evil. Accordingly the following resolution was introduced by the writer and passed by the City Council on May 18, 1914:

"Ordered that the Mayor be and he is hereby authorized and directed to appoint a Committee of five aldermen for the purpose of investigating and reporting to this Council upon the frequency of murder, assault, burglary, robbery, theft and like crimes in Chicago; upon the official disposition of such cases; upon the causes of the prevalence of such crimes; and upon the best practical methods of preventing these crimes."

In accordance with the resolution the following committee was appointed:

Alderman Merriam, Chairman.
Alderman Nash,
Alderman Long,
Alderman Walkowiak,
Alderman Kerner.

Alderman Merriam was Chairman of the Committee, and Alderman Kerner acted as Secretary. Chief Counsel for the Committee was Morgan L. Davies, who was assisted by Mr. James McKeag. Mr. Fletcher Dobyns acted as associate counsel and was in direct charge of the inquiry regarding pickpockets, fences, gambling and police effi-

¹Read before the Fourth Annual Meeting of the Illinois Branch of the Institute at Quincy, Ill., June 11, 1915.

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ciency. The investigation of the causes of crime was conducted by Robert H. Gault, professor of Psychology in Northwestern University. Mr. Gault was assisted by Dr. H. C. Stevens, of the Psychopathic Laboratory of the University of Chicago. The statistical part of the Commission's work was under the direction of Miss Edith Abbott of the Chicago School of Civics and Philanthropy.

The work of the Committee lasted for a period of ten months, terminating at this time because of the necessity of preparing recommendations for the annual budget of the city, and the biennial session of the Legislature of Illinois. Detailed reports were made to the Committee by the several experts employed, and many public hearings were held in which these reports were discussed, and testimony was presented. At the sessions of the Committee, testimony was given by Chief Justice Olson of the Municipal Court, and other judges; by Chief Gleason, and various officials of the police force, and by numerous experts on charitable and correctional work.

The final report of the Committee, March 22, 1915, includes the text of the reports made by Miss Edith Abbott, on Criminal Statistics, the report of Professors Gault and Stevens on the Underlying Causes of Crime; the report of Messrs. Davies and Dobyns, on the Description and Analysis of Criminal Conditions; the summary of the findings of the Committee itself, and the recommendations made by the Committee to the Council. On April 8th all of these findings and recommendations of the Committee were officially adopted and were made the findings and recommendations of the City Council of Chicago.

The first task of the Committee was to bring together from various sources the available statistics, published or unpublished, relating to the subject of crime in Chicago. There had never been in Chicago any attempt at a stock taking, in which the statistics furnished by the various departments and agencies dealing with the problem of crime, were brought together and examined with a view of determining how far the crime problem was being adequately met. The fact is that the police and criminal judicial statistics of Chicago are not only wholly inadequate and incomplete, but they are not even assembled or published. The list of "criminal complaints," that is, complaints of crimes to the police (commonly known as the "squeal book"), had never been open to the public before, but had always been regarded as a private police document. Its publication, on the recommendation of the Committee, opened the eyes of the city.

It would be impossible within the limits of this paper to discuss all of the findings of the statistical inquiry, but a few of the more important may be summarized.

First. A very small percentage of the large number of persons ar-

rested in Chicago are charged with serious offenses. In 1913, the number of arrests reached a total of 109,764, but of these only 11,203 were on felony charges. Of 121,333 cases disposed of in the criminal branches of the Municipal Court only 8,102 or seven per cent were preliminary hearing on felony charges. It appears that the vast majority of the persons arrested and the large majority of the persons tried in the criminal branches of our Municipal Court are petty offenders.

Second. The next point of importance is that the majority of the persons brought into the courts are discharged without conviction. Of 121,333 cases disposed of in the criminal branches of the Municipal Court in 1913, 57.5 per cent were discharged. More than 60 per cent of all felony cases were discharged upon preliminary hearings alone. In 1912 the number of convictions was only 12 per cent of the number of preliminary hearings, making a total of 88 per cent of discharged felony cases.

Third. A very small percentage of those charged with crime are ever actually sentenced to imprisonment. Of 109,711 persons arrested in 1913, only 3 per cent were given prison sentences; 141 were sentenced to the County Jail; 1,935 to the House of Correction, while 2,182 were held to the Grand Jury.

Fourth. The statistical study showed that over 80 per cent of the persons admitted to the House of Correction were sent there for non-payment of fines. In 1912 the figure was 82.6 per cent; in 1913 it was 82.4 per cent. In many instances these fines were very small. About half of the total number admitted to the House of Correction were sent there for fines of less than \$20.00.

An examination of the criminal statistics further shows important facts regarding the social status of offenders. In Chicago, as in all other places for which statistics are available, the great majority of those arrested are men. In 1913 nearly nine-tenths—89 per cent of those arrested were men. In Chicago again, as in other places, the great majority of those arrested were found to be young persons. 57.7 per cent of all the men, and 61.5 per cent of all the women were under thirteen years of age, while 81.9 per cent of the men and 85 per cent of the women, were under forty.

The statistics of nativity show that the native American has a larger portion of arrests than the immigrant. Native Americans over fifteen years of age, constituting 53.9 per cent of the population were responsible for 55.1 per cent of the arrests, and 59.4 per cent of the convictions. The foreign born population constituting 43.7 per cent of the population over fifteen years of age was responsible for 30.1 per cent of the arrests, and 23.5 per cent of the convictions.

The statistical inquiry emphasized the great importance of col-

lecting and publishing adequate statistics in a city like Chicago. There are no published statistics available in Chicago showing the number of crimes known to the police, the number of habitual offenders, and the number of persons discharged by the Grand Jury and in Criminal Court. These statistics should also show the number of persons discharged, who have been arrested and tried and who have been held one or more days in a police station, or for longer periods in the County Jail; the length of the term the person was sentenced, and the amount of the fine assessed, not to mention many other almost equally significant omissions.

In this connection it is important to emphasize the desirability of bringing to life the Illinois State Bureau of Criminal Statistics created in 1912. The execution of this work would be of very great value, not only to the City of Chicago, but to the whole State of Illinois.

Another part of the Committee's investigation dealt with the official disposition of crimes known to the police. This subject was dealt with by the attorneys for the Committee, Mr. Davies and Mr. Dobyms, with the assistance of expert investigators, especially adapted for this work. The following subjects were given special attention: hangouts of professional criminals; the number and classification of professional criminals; "fences" for the disposition of stolen property; the use of the State Vagrancy Act. as a means of driving out professional criminals; the relation of crime to prostitution, the drug habit, gambling and alcoholism; police organization and methods; police collusion with crime; professional bondsmen, together with disreputable lawyers and "fixers;" and finally the prosecution of crime.

Painstaking efforts were made by the Committee to go to the bottom of the criminal situation and a mass of information never before made available, was made public. Investigators for the Committee mingled with various kinds of criminals, obtaining information regarding their identity, their rendezvous, and the methods employed by them in the pursuit of their business. In the course of the inquiry there was presented to the Committee a list of about one hundred hangouts of professional criminals, most of them either saloons or pool rooms; a list of about five hundred professional criminals, including pickpockets, burglars, shop lifters, hold-up men, confidence men, safe blowers, gamblers, and all around crooks. In neither case was the list an exhaustive one. It was shown that these professional criminals were carrying on their work from year to year apparently without fear of successful interference with their occupation. Occasionally arrests and raids were made, and in some cases convictions 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. They have built up lines of defense, consisting in part of the police, the 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 successful governmental interference as any other form of business. The crime system in Chicago is not a system in the sense that it is completely centralized, and under close control. The nearest approach to centralization is found in the lines of political influence that converge toward a small group of men known as "the man," or "the men higher up."

About fifty "fences" of an estimated total of three hundred were located by the investigators, and these fences brought from our investigators which they presumed to be stolen goods. It is clear that the enormous amount of thieving in Chicago depends primarily upon a ready market for stolen goods. The attorney for the Committee estimated that 95 per cent of the stealing in Chicago was "syndicated stealing." The amount of property stolen each year, the systematic manner in which this is done, and the innumerable ramifications of the system taxes the credulity even of those somewhat familiar with the workings of the criminal world.

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

"Dope," drink and prostitution and gambling have an enormous influence as recruiting agencies for new generations of criminals. Alcohol and "dope" particularly have great influence in driving men to desperate deeds of violence, assaults, hold-ups and even murders.

The Committee also investigated the efficiency of the police force, particularly with reference to police organization, and the methods of police collusion with crime. The effectiveness of the police patrol system in particular was checked up by actual inspection in the field. The investigation showed that in many instances patrolmen were not covering their beats, but were comfortably located in what are known as "holes." For example:

"At about 9 p. m. of January 25, 1914, Officer 'H.' entered the tailor shop at 58 E. 12th street, where he remained for ten 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 14th and State streets, which he did at 10:40 p. m. then returned directly to a saloon on Michigan avenue, just north of 12th street, which he entered by the alley entrance, remaining there until 11:31 p. m., when he entered restaurant in the Mayer Hotel, 12th street and Wabash avenue, where he remained for 15 minutes. Leaving there, he went directly to the saloon on the northeast corner of 12th and State streets, where he remained for 10 minutes, after which he proceeded immediately to a saloon on the northwest corner of Wabash and 12th streets."

It is impossible to give in detail other features of the police inquiry, covering such matters, as reports of the detective sergeants, of the handling of cases for reinstatement of discharged policemen before the Civil Service Commission, the work of the police attorney, the schooling of the members of the department and various other phases of organization and discipline.

Early in the investigation information was received indicating that there was collusion between certain members of the police force and criminals. This was verified by detailed work of our investigators. Following the work of the Committee, the subject was taken up by the State's Attorney who returned indictments against a number of police officials. I quote from the report of Mr. Dobyms upon this point, as follows:

"There can be no doubt that one of the chief causes of crime in Chicago is that members of the police force, particularly the plain clothes staff, are hand in glove with criminals. Instead of punishing the criminals, they protect them; instead of using the power of the law for the protection of society they use it for their own personal profit, a formal working agreement with pickpockets, prowlers, confidence men, gamblers and other classes of offenders. The basis of this agreement is the division of profits between the law breaker and the public official."

A systematic effort was made by the Committee to demonstrate this system. Our investigators after having been arrested, confined and released, formed the acquaintance of 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 officer and the presumed criminals. The investigators purported to be carrying on the business of pickpockets, and actually divided the presumed profits of their supposed thefts with the police officers. They were informed by detectives regarding the best places for pickpockets, and in one case were accompanied by

a plain clothes man, who served as their protection in the event of any interference on the part of an honest policeman.

Quoting Mr. Dobyms again:

"That such collusion between such policemen and criminals is a widespread practice, there can be no doubt. The testimony of all the investigators converges upon this central point. 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, with the public officials on one hand and habitual criminals upon the other."

The general conclusion of the Committee on the subject of police organization was that the present police organization and methods are inadequate to deal with the crime situation in Chicago, assuming the integrity of all the members of the force. The Committee found that incompetence, lack of discipline and aggressiveness were noticeable on a large scale. These defects were summed up under the following heads:

- (a) Lack of publicity regarding police statistics.
- (b) Lack of follow up system for criminal complaints.
- (c) Lack of effective supervision of patrolmen.
- (d) Lack of effective control of detective work.
- (e) Lack of discipline and aggressiveness.

Recommendations made by the Committee for improvement of the police situation were as follows:

1. That the licenses of known criminal "hangouts" be revoked and that they should not be restored either to the same person or the same place.

2. That professional criminals be arrested and convicted under the State vagrancy law in accordance with the plan submitted by this Committee.

3. That the record of all applicants for saloon and pool room licenses in precincts where the crime rate is unusually high be scrutinized with extreme care in order to prevent the issuance of a license to a person with a criminal record. On the petition of six citizens, it should be the duty of the Second Deputy Superintendent of Police to make an investigation and report.

4. That lists of criminal complaints, including robbery, burglary and larceny, be reported monthly to the City Council classified according to the character of the complaint and the police precinct; that the total number of all criminal complaints be likewise reported, and that

these facts be published in pamphlet form; and that the disposition of cases be likewise reported monthly and published.

5. That the General Superintendent of Police, the Civil Service Commission and the State's Attorney co-operate in a persistent and systematic effort to eliminate collusion between police officials and criminals:

6. That the Civil Service Commission report to the City Council at once and thereafter annually a list of police officers discharged and reinstated, with the cause of discharge and the reason for reinstatement.

7. That a systematic method be made to locate "fences" in the manner employed by the Committee, or other adequate methods.

8. That an efficiency system for police officials be installed to the end that promotions may be made on the basis of definitely ascertained merit.

9. That present police methods be thoroughly overhauled and improved types be adopted and installed under expert supervision, with especial attention to records and filing systems, detective work, training and supervision of officers and the best type of patrol system.

10. That crime maps be prepared by the police department showing the various classes of crime by precincts and kept up in such a way that any increase in crime may be immediately indicated and that prompt investigation may be made and action taken.

11. That adequate daily reports of work be made by detective sergeants in the manner outlined before this committee.

12. That measures be taken to prevent "friendly pulls" by local operators either by providing that patrolmen's pulls be made directly to a central bureau or by other adequate means.

13. That vice reports made to the General Superintendent by the Second Deputy's office be made public monthly, as a check on the local commanding officers.

14. That police officers be given instruction in the nature and value of evidence, and that evidence be reviewed by the commanding officer before presentation.

15. That captains should make written reports to the chief in all cases where warrants are refused by the Court.

The limitations of the Committee's work did not permit of an exhaustive investigation of the work of the courts, or of the prosecutor's office. Incidentally, however, an investigation was made of the professional bondsman and his activities and some testimony was

developed regarding the work of the courts. Upon this point, however, the Commission made the following recommendations.

First: That the Municipal and Criminal Court investigate the activities of professional bondsmen.

Second: That a joint commission be appointed by the Chief Justice of the Municipal Court, and the presiding judge of the Criminal Court, for the purpose of studying the criminal practice and procedure in the courts of Chicago, and recommending necessary changes in methods or in law for the better administration of justice; that such an inquiry should include among other things, the study of:

1. An improved system of criminal statistics.
2. Actual methods and practices in police courts.
3. Actual methods and practices in criminal courts.
4. Methods in the office of the City Prosecutor and State's Attorney.
5. Necessary changes in criminal law and procedure.
6. Operation of the parole and probation system.
7. Creation of a consolidated court of Chicago.
8. Improved methods of electing judges.

Further recommendations in the same connection were that a central bureau of official interpreters be established for use at stations where there is a large foreign-speaking constituency; that provision be made for a police attorney not actively identified with any political party or faction; that the state law be amended to provide that the minor positions in the State's Attorney's office be placed under the merit system; that the Bar Association investigate the disreputable practices of certain criminal lawyers, and secure their disbarment if possible; that the office of Public Defender be established in the Criminal Court; that the State's Attorney endeavor to secure evidence of and conviction for conspiracy to obstruct the administration of justice on the part of certain attorneys and certain groups of pickpockets and other criminals, and finally, that the State's Attorney and the Municipal Court co-operate more closely, in dealing with the cases held to the Grand Jury, after preliminary hearings in the Municipal Court.

The work of the Committee was not limited to a study of criminal statistics, police organization and corruption. It was the intention

from the beginning to emphasize the preventive police work essential in any effective system of reducing the quantity of crime.

The study of the underlying cause of crime and the practical methods of prevention, by Professors Gault and Stevens was designed to furnish a general survey of the causes of crime and particularly a study of the Chicago situation at certain selected points. It was intended to provide a sound basis for legislative or other recommendations of a preventive nature. The general conclusion of the Committee was that the chief causes of crime are:

- (a) The defective physical and mental (psychological) condition of the individual as nervous disorders, infection, psychosis and feeble-mindedness.
- (b) Defective environment, the home, the school, regularity of employment and poverty.

The Committee wished also to emphasize the influence of economic conditions upon the creation of criminals. The conclusion of the Committee upon this was as follows:

The pressure of economic conditions has an enormous influence in producing certain types of crime. Insanitary housing and working conditions, unemployment, wages inadequate to maintain a human standard of living, inevitably produce the crushed or distorted bodies and minds from which the army of crime is recruited. The crime problem is not merely a question of police and courts, it leads to the broader problems of public sanitation, education, home care, a living wage and industrial democracy.

Under the head of individual causes of crime particular investigation was made of a variety of topics in a detailed way. This included an investigation among prisoners confined in the House of Correction in Chicago; a study of adult probation; studies of juvenile delinquents in Chicago; a study of Cook County boys in St. Charles Reformatory; of delinquent boys in employment; and of the defense of poor persons accused of crime in Chicago.

The investigation of insane prisoners at the House of Correction showed 132 cases were discovered between January 1, 1914, and August 20, 1914. A typical case is as follows:

"This patient has been arrested 15 times in Syracuse, New York, four times in Chicago and several times in other cities. There are defective indications of general paresis in her case; she is furthermore alcoholic. Her paretic condition indicates that there is no possibility of her ever being able to adjust herself to normal life."

An examination of juvenile delinquents at the John Worthy School showed that many of these boys suffer from profound disorders of the nervous system and cannot be reclaimed under methods now in vogue. Four thousand one hundred and ninety of the boys examined were found to be mentally retarded and many others suffered from serious physical defects.

Of 126 women examined in the House of Correction a large number are found to be mentally defective. The general outcome of this study, as made by Dr. Stevens, shows:

First: That the mentality of the female prisoners is of a moron class.

Second: That there are evidences of serious disturbances of the nervous system and in at least fifty per cent of the cases, the disturbances of the nervous system are such that prolonged treatment would be necessary to cure them.

The study of the effectiveness of the Juvenile Court procedure in relation to certain groups of offenders shows interesting results. Professor Gault concludes that: "In normal cases where the difficulty was chiefly environmental 47 per cent of the group made good, but that of subnormal cases under present methods, very few were reclaimed." It is further shown that in cases where the recommendation of the Psychopathic Institute was followed, only thirty per cent did not make good.

Another study covered the Cook County boys now in the St. Charles Reformatory. Here it was shown that of one thousand boys on parole from the St. Charles School, approximately one-half are from Chicago; and that there is only one parole agent who visits and is responsible for the entire one thousand.

Another study made by Dr. Gault covered the delinquent boys and employment. For this purpose he took all juvenile boys over the age of 14 years, who were on probation September 1, 1914, and who had been on probation during the four months preceding that date. Of a total of 436 delinquent boys, 242 were employed and 194 were unemployed.

Throughout his report Prof. Gault laid great emphasis on the problem of juvenile delinquency. He called attention to the importance of the youthful offender; to the development of an adequate educational system, and particularly a plan for vocational guidance, which will minimize the chances of entering upon a career of truancy, juvenile delinquency and ultimately of crime. Prof. Gault says:

The development of a full blown criminal is like the development of a professional man who grows out of the youth. If

it is our design to develop a strong lawyer, we should control the environment of the youth who has been selected for that purpose; if we would prevent the development of other men and women called criminals, we should look to the control of the surroundings of our pliant youth, and we cannot know too much about their psycho-physical nature. The proper study of criminology is our youth, as psycho-physical beings in all their relations to their environment throughout their period of development. In this sense it is precisely analogous to our study of the lawyer, or any other professional or business man. Every complex is studied from its beginnings and throughout its developmental period.

A study of adult probation was made by Prof. Gault and Miss Abbott. This inquiry showed primarily the inadequacy of the present adult probation law which limits the number of probation officers to twenty. These twenty persons have charge of approximately five thousand cases annually, and the inevitable result is failure to investigate thoroughly and to provide proper provision for those released on probation. Investigation also showed that owing to a lack of preliminary investigation persons are not infrequently admitted to probation by one judge who have already been placed under probation by another judge.

A typical case is as follows:

"S. W.," August 19, 1913, placed on probation for one year by Judge Brentano in the Criminal Court on three charges of burglary, and was warned that he would be arrested the first time he was caught loafing. May 26, 1914, in boys court under name of "W" on disorderly charge—(joy riding in stolen auto)—claimed that he did not know it was stolen. Case postponed until June 3rd, then to the 30th, when the defendant was not in Court. Officer asked to have him discharged which was done."

"H. S.," on probation three times, twice at the same time under different names. Was just about to be placed on probation again (robbery charge) when it was discovered that another judge had sentenced him to the House of Correction for one year for violation of his probation. Now in the House of Correction, serving out this sentence.

On the other hand, instances were given in which apparently impossible cases were reclaimed and others in which promising cases developed in the most disappointing way.

For example:

"Case. 1. Burglary of house at age of 22. Stole jewelry

to the value of \$150. Juvenile Court record. Vigorous physically. Under probation got into touch with..... Term of probation expired..... Discharged. Now employed as clerk in department store. Has been in the position eight months. Doing well.”

“Case 17. Burglary at age 23. Value of goods taken \$140. Salesman in provision store. Third job since day of probation. Each move an improvement. Doing well.”

In a group of thirteen failures, five show external symptoms of alcoholic habits, of venereal infection or both. One is undoubtedly feeble-minded. Each one had a bad history for delinquency. Six of them have court records and their history itself should have excluded them from probation according to the law.

From another point of view, Miss Abbott declares that:

“Valuable results of probation are more tangibly presented in the statistics relating to restitution and earnings of probationers. The earnings of the probationers during the past year may be said to be in round numbers more than a million dollars, and the amount of money paid back in restitution during the year is between \$15,000 and \$20,000 (estimating for the whole year on the basis of statistics for six months). There can be no question as to the success of a system that not only relieves the tax payers of the money burden of supporting thousands of persons in Jail for minor offenses and at the same time, saves the men and women from the demoralization of a prison term, and makes it possible for them to earn large sums of money in independent employment to pay back the money they have stolen.”

The recommendations of the Crime Committee on the preventive side of the work include a variety of methods. They are summed up as follows:

1. That the general fining system be so modified either by legislation or court rule as to provide for:
 - a. Payment of fines on the installment plan.
 - b. Commitment to an appropriate institution in place of fine where such commitment is necessary.
 - c. That payment be made out of earnings of prisoners to their families.
 - d. That the state law be so amended as to change the

fining system of prostitutes to a sentence of commitment to an appropriate institution.

2. That a farm colony be established by the city in connection with the work of the House of Correction; and that necessary funds for that purpose be voted.

3. That the facilities of the Psychopathic Laboratory be increased.

4. That a House of Shelter be constructed in connection with the present Bridewell, to be located outside the city, and that necessary funds for that purpose be voted.

5. That the present inadequate County Jail be replaced by an institution corresponding to modern ideas of the humane treatment of criminals.

6. That the office of Public Defender be established in connection with the Criminal Court of Cook County as a means of securing justice to those unable to secure adequate counsel.

7. That a physician be employed permanently at the House of Correction to carry on medical work of the character performed for the Committee by Dr. Stevens:

8. That prisoners who are addicted to the drug habit and now sent to the House of Correction be segregated in farm colonies or treated in hospitals until cured.

9. That an amendment to Chapter 85, Section 32, of the Illinois Revised Statutes (1913) be enacted so that the medical staff at the House of Correction would have the same authority as the state penitentiary physicians now have in regard to committing insane persons to an insane asylum.

10. That a farm colony be established by the state for the care of insane prisoners.

11. That the following criteria of fitness be employed for adult probation:

1, habits of industry; 2, abstention from alcohol and drugs, or at least habitual temperance; 3, mental normality; 4, physical health of a sufficient degree to enable the probationer to engage successfully in his occupation; (a) negative Wasserman reaction and other evidence of freedom from all dangerous infections; 5, proof of employment which can be undertaken at once at a living wage; 6, possession of friends of good character who will co-operate with the officer in keeping in touch with the probationer; 7, proof of first offense, unless on the

other points the offender has exceptionally strong recommendations; and that a psychopathic and medical laboratory be employed to assist the court in making the selection of probationers.

12. That those denied probation because of physical and mental defects be given institutional care until cured.

13. That the state law limiting the number of probation officers to 20 be so amended as to remove this limit; and that a preliminary investigation be made by probation officer of each applicant for probation, and that probation officers be selected on a civil service basis.

14. That the state authorities take steps to provide suitable institutions for the segregation of feeble-minded children in addition to that at Lincoln.

15. That a new institution on the farm colony plan, which will provide a permanent home and suitable industrial training and occupation for feeble-minded persons of all ages, be established; that the present state law be so amended as to remove the age limit for admission to institutions for the feeble-minded; and that it be further amended so as to provide for the commitment of defective delinquents both to the Lincoln State School and Colony and to the proposed new institutions.

16. That farm colonies and hospitals recommended in this report relating to the treatment of mentally alienated and otherwise abnormal adult prisoners be supplemented by places of detention for repeated juvenile delinquents. Such places of detention should be farm colonies, maintained by the State of Illinois.

17. That the Juvenile Court make definite provisions for the following up and assisting Chicago boys subsequent to their parole from St. Charles, and to this end that the number of parole officers be increased.

18. That the Board of Education enlarge its facilities: (a) for vocational guidance; and (b) that the system of part time and night schools in the city be extended and that juvenile probationers be required to attend such school during the period of probation.

19. That further investigation be made of: (a) the 1,200 or more prisoners in the House of Correction, who have been committed to such an institution, either in this city or elsewhere, more than three times; (b) the history of 500 or more

Chicago boys during the period subsequent to the date of their parole from St. Charles; and (c) the history of Chicago men and women during the period subsequent to the date of their parole from the penal institutions of the state.

It is too early to measure the effect of the work of the Crime Committee, but the following results already achieved may be enumerated:

1. Publicity has been given to the quantity and classes of crime by requiring the publication of the "Squeal Book."
2. Crime prevention was made a distinct issue in the mayoralty election of 1915, and a Chief of Police has been appointed pledged to this program. The administrative recommendations of the Committee, regarding police organization and methods now rests with the Chief with a day of reckoning ahead.
3. The State's Attorney has taken up the investigation of police graft, and a number of indictments have been returned.
4. The activities of professional bondsmen have been curtailed by the courts.
5. Additional facilities have been provided for the psychopathic laboratory.
6. The bond issue of \$250 for a farm colony in connection with the House of Correction has been approved by the voters.
7. A bond issue of \$1,199,000 for the improvement of police stations has been approved by the voters.
8. A bond issue for the shelter house for women has been approved by the voters.
9. A system for the payment of earnings of prisoners in the House of Correction to their families has been initiated.
10. Bills providing for practically all these recommendations for legislative action have been drawn in co-operation with various civic organizations and are now pending in the legislature, and many of them are likely to pass.
11. All the recommendations of the Committee were finally approved by the City Council, and the Council "pledged itself to the program outlined in the report of the Crime Committee for the punishment and prevention of crime in Chicago."

The following laws were enacted by the last Legislature, since the above was written, carrying out recommendations of the Crime Committee:

House Bill 163.—Which also amends the present probation law, provides for the payment of fines on the installment plan, thus wiping out the present unjust system which virtually sends men to jail because of their inability to pay fines on account of their poverty. The passage of this law will make it possible to suspend sentence and send the minor offender back to his family and his job and allow him to pay his fine in installments.

House Bill 164.—Amends the law in regard to the punishment of persons who are inmates of houses of ill fame, and provides that the judge may sentence such persons to a fine or imprisonment in the County Jail or House of Correction for a period not to exceed one year. This is in line with the recommendation of the Crime Committee for a change from the present fining system for prostitutes and enables the judge to send them to an appropriate institution, so that they may be given proper medical treatment and industrial training.

House Bill 163.—Amends the present limit of 20 probation officers to one for every 50,000 population, allowing 50 officers for Cook County and thus makes possible a preliminary investigation in all cases by probation officers before the person is admitted to probation. This is in line with the recommendation of the Crime Committee that an investigation to the personal characteristics, habits, associates, and as to those dependent upon the person for support should be made to determine who are fit subjects for probation.

House Bill 655.—Forbids the parole or discharge of feeble-minded persons from state institutions for their care unless a proper diagnosis indicates that the person is not feeble minded, and also improves the methods of procedure in regard to the commitment of such persons to appropriate institutions. One of the abuses under the old law was due to the provision providing that the parents or guardians of such a person may remove them from the feeble-minded colony at Lincoln. In many cases these persons were not fit to be at large and their conduct outside of the institution was in many instances detrimental to the interest of the state.

House Bill 654.—A companion measure, permits the board of administration to make changes in the premises of any state institution for any purpose as in their judgment may seem necessary. This gives them authority to extend the facilities for the care of feeble-minded persons and makes possible adequate provision for the treatment of such potential criminals.

The Park Consolidation Bill.—Among other things, provides that the city may establish farm colonies for the care and treatment of minor offenders more than three miles away from the city limits. This will make it possible for the city to select a proper site for a farm colony, a bond issue of 200,000 for that purpose having already been approved by the voters of the city at the last election.