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Courts Having Criminal Jurisdiction in Connecticut

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COURTS HAVING CRIMINAL JURISDICTION IN CONNECTICUT

(We are indebted to the Hon. William M. Maltbie of the Superior Court, Hartford, for the following statement [to p. 441] relating to the jurisdiction of criminal courts in Connecticut.)

1. *Justices of the Peace.*

These officers are elected by the towns (township) but may hold court in any town in the county, except where their former jurisdiction has been conferred upon town, city, borough or police courts. Justices of the peace may, subject to the right of appeal hereafter noted, finally dispose of all offenses punishable by a fine of not more than \$25 or imprisonment of not more than 30 days or both; where the offense is punishable by a penalty which may be greater or less than that limit they may impose a penalty not exceeding that limit, or at their option, may bind over, provided, they cannot under this provision finally dispose of any offense which may be punished by imprisonment in the State prison. They cannot commit any person to the State reformatory. In the case of more serious offenses, they conduct the preliminary examination, and, on a finding of probable cause, bind over the accused. They sit without a jury. (General Statutes, 1918, §§6542, 6547, 6549; Public Acts of 1919, Chap. 262.)

2. *Town, City, Borough and Police Courts.*

These courts have been established in the more thickly populated municipalities, taking the place of the former justice courts. In some instances these courts have a civil as well as criminal jurisdiction. The jurisdiction of each depends principally upon the terms of the special law by which it is created. Generally speaking, however, subject to the right of appeal hereafter noted, they are given final jurisdiction over all offenses punishable by fines of not more than \$200, imprisonment for not more than 6 months or both; and, by provisions giving them the same powers as those formerly exercised by justices of the peace, they have the right to examine as to, and on finding probable cause, to bind over in the case of all offenses committed within the municipality, of a more serious nature than those of which they have final jurisdiction. This is the situation as regards the police court in Hartford, and the city courts of New Haven and Bridgeport when acting in criminal matters.

In addition to the authority conferred upon them by special law, there is a statute which provides that these courts may, at their option,

instead of binding over, finally dispose of offenses punishable by a fine of not more than \$1,000 or imprisonment for not more than 5 years or both, by the infliction of a penalty within the limits permitted them by the laws creating them. General Statutes (1918) §6555, Am. Pub. Acts of 1923, Chap. 91.

These courts sit without a jury.

3. *Courts of Common Pleas and District Court of Waterbury.*

In the counties of New Haven, Fairfield and New London, there are Courts of Common Pleas having criminal jurisdiction, and there is a "District Court of Waterbury" with a similar jurisdiction as regards a group of towns and cities in the vicinity of Waterbury. In New Haven County, the court sits at New Haven; in Fairfield County, at Bridgeport and Danbury; in New London County, at New London and Norwich; and the District Court sits at Waterbury.

The principal jurisdiction of these courts is in the disposal of appeals from sentences imposed by the justices of the peace and the town, city, borough and police courts sitting within their respective counties or district; all such appeals are tried *de novo*, with a jury, unless the accused elects to be tried to the court.

They may also take original jurisdiction of any offense which "would have been within the final jurisdiction of the respective justice, city, borough, town or police courts," within the county or district, as the case may be. This jurisdiction is, however, rarely invoked.

In Fairfield County, the statutes also permit the justices of the peace or municipal courts, at their option, to bind over to the Court of Common Pleas instead of to the Superior Court in the case of any offense punishable by a fine or imprisonment for not more than one year or by such imprisonment alone. (Public Acts of 1923, Chap. 283; General Statutes (1918) §§6569, 6602.)

4. *The Superior Court.*

This is the State court of general jurisdiction for the trial of offenses. It sits in and for the different counties at various cities, among them Hartford, New Haven and Bridgeport.

It has jurisdiction of offenders bound over to it by justices of the peace and municipal courts; and except as noted in the case of Fairfield County, all offenders whose cases are not finally disposed of in those courts must be bound over to it. To it, also, are taken all appeals from sentences imposed by those courts, except in the case of municipalities in the counties of New Haven, Fairfield or New London,

or in the District of Waterbury, to which reference has already been made.

The Superior Court has also original jurisdiction of any offense, whatever be its nature, concurrent where it is within the jurisdiction of any of the minor courts to impose sentence, sole in all other cases. This jurisdiction is, however, rarely exercised.

General Statutes (1918) §§6579, 6599, Am. Public Acts of 1923, Chaps. 225, 233.

5. *The Supreme Court of Errors.*

This court has jurisdiction only for the revision of errors in matters of law, and ordinarily appeals to it can be had only from judgments of the Superior Court, Courts of Common Pleas, or the District Court of Waterbury.

SOURCES OF RESPONSIBILITY FOR LAW AND ORDER IN HARTFORD (F. L. C. K.)

Complaints are made at times of the clash of authority in the courts, especially the inferior courts, such as the Police Court in Hartford.

The law-making body of the state of Connecticut, the general assembly or legislature, keeps control of the enforcement of the law through the appointment of all the judges of the state (except probate, and justices of the peace, who are elected). These judges in turn appoint their own prosecutors, public defenders, clerks, probation and other officers.

As the legislature is always republican, owing to the control of the rural towns (one-sixth of the people elect more than two thirds of the house of representatives), the judiciary of the state is almost entirely republican.²⁶ The judges, above the inferior courts, are practically appointed for life, the Supreme Court justices being selected from the bench of the Superior Court. The government makes the nominations of judges for the Common Pleas, Superior and Supreme

²⁶I should say that over 80% of the judges are Republicans. In the Supreme and Superior Courts I think of but two Democrats, Chief Justice Wheeler and Judge Webb who goes off the bench next year. I should say that all the judges of the inferior courts (town and city) are Republicans, with one exception, the judge of the Town Court in Windsor Locks. (Atty. Gen. Healey.)

Courts.²⁷ With a few exceptions,²⁸ nominations to the inferior courts are made by the introduction of a resolution in the legislature.²⁹ This means that party town committees, legislative caucuses, and such political influences are active. Much log-rolling accompanies these nominations, so that a judge in one town may be traded for an armory in another.³⁰ All nominations, whether through legislative resolution or from the governor, go through the Judiciary Committee which is manned by the party leaders. Appointment is then made by vote of the legislature.

The two criminal courts in Hartford are the Criminal Superior and the Police Court.

The prosecutor in the Criminal Superior is the State's Attorney.³¹ He has a special police force of his own because he has the right to appoint investigators with the approval of the court.³² A county detective with deputy sheriffs or others constitute this body in Hartford county. He may also command the assistance of the state police.³³

The police court is served by two prosecutors of equal powers,³⁴ and of such great powers³⁴ they are known as "czars," in popular nomenclature.

All nolles are the prerogatives of the prosecutors; they are prosecutors' decisions. As a matter of form these nolles are stamped with the judges' approval. There was once a case where the judge disagreed with the prosecutor and ordered the case tried; the prosecutor refused.

For every case for which a warrant has been issued information papers are made out; and if the case is nolle, it goes into the court records.³⁶

No record is kept of cases where no information paper is made out because of lack of evidence behind the complaint. Lists of complaints are kept, however, by the police and the detective bureau.

²⁷Conn. Art. 26 Gen. Stat. Sec. 51.

²⁸New Haven.

²⁹Gen. St. Sec. 53 Const. Amend. 20 (term 2 years).

³⁰Newspaper reporter and others.

³¹G. S. Sec. 5480.

³²G. S. Sec. 6616.

³³G. S. Sec. 2270.

³⁴Sec. 220, Charter, revision of 1920. Sec. 222, Charter, revision of 1908. Gen. Stat. Sec. 348.

³⁶G. S. Sec. 6676 makes it obligatory for nolles to be recorded in Superior, Criminal Common Pleas, and Waterbury District Courts, but does not mention the inferior courts.

In a case where a policeman has made an arrest without a warrant from the prosecutor, and the latter feels the evidence is not sufficient to convict, he advises the policeman to discharge the prisoner.

Prosecutors in Hartford do not keep office hours to receive complaints of citizens. They can be seen in court, after the morning session, and in their own private offices. (Each works alternate fortnights in the court.) It is said that the office of prosecutor is desirable in helping a young lawyer to build up a practice.

"The prosecutors' offices, especially that of the municipal prosecutor, is a clearing house for the troubles of a great city. Thousands of people call at the prosecutors' offices yearly who are not involved in the administration of justice. They come with petty complaints of all sorts, as well as seeking information concerning real violations of the law. The great bulk of the population receives its impressions concerning the speed, certainty, fairness, and incorruptibility of justice at these offices."³⁷

A characteristic, "the tribalization of prosecution,"³⁸ may be said to apply to Hartford as both prosecutors are representatives of groups containing numerous aliens.³⁹

The path of justice begins with police administration. Obviously, the prosecutors and the police must work in close co-operation to have the efforts of either effective.

The city administration of Hartford is apt to be democratic. The mayor, with the consent of the board of alderman,⁴⁰ appoints the board of six police commissioners, two each year, a democrat and a republican, each member sitting for three years.⁴¹ The board must be bi-partisan.⁴² The republican (party) town committee makes recommendations to a democratic mayor, and vice versa. The mayor is apt to appoint opposite party members who will work in well with his own.

The authority back of the police department is this board of police commissioners. They have the general management of the department,

³⁷Page 25, *Outline of Cleveland Crime Survey*, Raymond Moley.

³⁸Alfred Bettman, *Cleveland Criminal Justice Survey*.

³⁹One is Italian, the other a Jew. According to the 1920 census the percentage of Hartford Italians naturalized is, men 25%, women 23%. The percentage of Hartford Jews naturalized is, approximated through these figures, all Russians, men 35%, women 38%; all Poles, men 20%, women 22%. Of the total population of Hartford, the Italians are 5.1%, the Russians are 5.5%, and the Poles are 3.5%; Russians and Poles together are 9%; perhaps four-fifths of the Russians and Poles are Jews.

⁴⁰Charter, Sec. 128, Revision 1920.

⁴¹City Ordinances, Sec. 218, Revision 1920.

⁴²Charter, Sec. 129, Revision 1920.

make rules and regulations for its government (subject to the orders of the common council), and prescribe penalties, including suspension and removal from office, for infringement.⁴³ The mayor is presiding officer of this board and casts a vote where there is a tie, except in the appointment of any member of the force.⁴⁴

By custom, bipartisanship is supposed to obtain throughout the whole police department, for the patrolmen are appointed from lists of democrats and republicans. However, it is said that many budding candidates for the force, enrolled as republicans, blossom out in the opposite party, for the personnel of the department is almost entirely democratic.⁴⁵ Appointments above the post of patrolmen take no cognizance of party.⁴⁶

The sources of authority back of police and prosecutors are as wide apart as party politics can make them, and as divergent as is the city authority from that of the state. Legally, however, the city is the creature of the state.⁴⁷

THE COURTS OF NEW HAVEN AND BRIDGEPORT, THEIR PERSONNEL,
ETC. (T. F.)

THE CITY COURT

There are two judges of this court in Bridgeport and New Haven; or more properly speaking, a judge and a deputy judge, the latter having the same powers, with the exception of appointive powers, as does the former. These judges are appointed by the General Assembly, according to law. In reality, the judges are subject to political influences, the appointment being, as a rule, the plum for some political activity. The judge has great appointive powers. He appoints all the officers of his court.

The judges of this court are the judges also of the Juvenile Court.

⁴³City Ordinances, Sec. 220, Revision 1920.

⁴⁴City Ordinances, Sec. 221, Revision 1920.

⁴⁵90%, says a Republican commissioner.

⁴⁶Chief Garrett J. Farrell.

⁴⁷Ch. 189, Public Acts 1923, deprived West Hartford of the Hare ballot adopted by a majority vote of its electors.

CRIMINAL COURT OF COMMON PLEAS

In the Criminal Court of Common Pleas and the Superior Courts the judges are not so subject to petty political influence as in the City Court. They are appointed by the General Assembly, for a term of four years in the former court and for a term of eight years in the latter court. There are two Judges of the Court of Common Pleas, each alternating in the hearing of criminal cases. Very few cases, in reality, are heard in this court, and the majority are liquor law violations.

SUPERIOR COURT

In this court there are 13 judges throughout the state. On the first Monday in June of each year they meet and agree upon their allotment to the various terms of these courts in the state for the coming year. Only a small proportion of the time of any one judge is taken up with criminal cases.

An appointment to a judgeship in either of these two higher courts is usually for life.

Clerk of the City Court

The clerk of the City Court in Bridgeport is a lawyer, as is his assistant also. They are paid salaries of \$3,000 and \$2,500, respectively (beginning with the fiscal year 1923-24). They give but part time to these official duties. They are the officers for the civil side of this court and for the Juvenile Court as well. They maintain a private law office together. By mutual agreement they are on duty alternate weeks. Neither maintains any office hours at the building wherein the court is held, although there is a room set aside there, in charge of a stenographer on a salary of \$1,400 a year, in which the records are kept. This stenographer looks after other matters also in connection with other officers of the court. She is a very efficient and capable person and it is largely due to her efforts that the records are kept in as adequate a manner as they are.

In New Haven two large rooms are given over to the office of the clerk of the court. This official gives his full time to the office; he is assisted in the work by two assistants, on part time, and a stenographer.

SYSTEM OF RECORDS IN THE CITY COURT .

No record of any case is made until after it has been disposed of by the court; after such disposal the clerk on duty in the courtroom takes the original complaint from the prosecuting attorney and makes a

notation of its disposition on the back of it; he then takes these various complaints, after court, to the stenographer, who enters them in a large record book.

Each case is given a number as it is entered on the record. This book contains the date of the disposition of the case, the defendant's name, charge, plea, sentence, whether placed on probation, and whether appealed or not; also whether the defendant was committed, or bound over to the higher court. No record of continued cases is made, the original complaints being left in the possession of the prosecuting attorney. If anyone wishes to know to what date a case has been continued, it is necessary to consult the original complaint. Not many cases, fortunately, are continued in this court, and then not for a great length of time. After the complaints have been entered in this book, they are filed away, according to the date of disposal. Cases can afterward be traced only if an approximate date of disposal is known; they cannot be found by name or by numbers.

The amounts of fine and forfeitures are recorded and once a month these amounts are checked up with the records of the clerk of the Police Department, who is required also by city charter to keep a record.

A similar system as to the records of disposition of cases is in use in the City Court in New Haven. In addition, the cases that are continued in that court (and they are greater in number than at Bridgeport) are filed away (without any numbers, however) in a filing case according to the date to which they have been continued; when finally disposed of they are given a number and recorded and filed in the permanent files according to their date of disposition. Further, cases in which sentence has been given, but execution suspended, are given a number, recorded and placed in the files. When a continued case is disposed of, it is given a new number, recorded, or that fact is noted on the record, and it is then placed in the permanent files as of the date of disposition. Every continued case has a loose leaf card record also, showing the date of continuance. This card is placed in a temporary filing case which stands on the clerk's desk, so that any lawyer or individual can readily read the dates of continuances. When the case is finally disposed of, this card record is destroyed.

*Office of the Clerk of the Criminal Court of Common Pleas and
Superior Court*

The clerk of the Criminal Court of Common Pleas is also the clerk of the Court of Common Pleas (civil side), clerk of the Supe-

rior Court, both civil and criminal, and clerk of the Supreme Court of Errors when that court sits in Bridgeport.

In New Haven the clerk of the Court of Common Pleas (civil and criminal), and the clerk of the Superior Court (civil and criminal), are two distinct officers, with separate offices.

This clerk in Bridgeport has three assistants and two stenographers. The work in the various courts, under his supervision is fairly well divided among the several officials; one assistant devotes practically his whole time to the criminal cases in both the Criminal Court of Common Pleas and the Superior Court.

The clerk of these courts has been clerk or deputy clerk for 25 years and his office is run on a very businesslike basis. All of the officials devote their full time to the duties of the offices.

System of Records in These Courts

A loose leaf system of recording cases and their disposition is in use in both the Criminal Court of Common Pleas and the Superior Court in Bridgeport. When a case is filed in these courts, or returnable to a particular term of court, it is immediately given a number, notation is made on the loose leaf of the name of the defendant, his attorney, the offense charged, and the term to which it is returnable, and it is then placed in a temporary binder. When the term of court convenes, these loose leaves in the temporary binder are taken at each session into court by the clerk; as a case is disposed of, a record of such disposition is made on the leaves. They are then taken from the temporary binder, placed in a permanent one and placed in the vault for future reference. In the meantime, however, an index of the cases has been made in another book or record. Undisposed of cases are carried in the temporary binder until final disposition, be it three months or as many years.

An entirely different system is used by the officials of the courts in New Haven. In that city, in the Criminal Court of Common Pleas, as new cases are brought in they are placed in a temporary filing case, unnumbered and unrecorded. All continued cases from previous terms are first entered on the record book and given new numbers beginning with number 1; these continued cases are followed by the "new" cases or cases returnable to that term of court. If, however, any of these continued cases is again continued (together with the continued ones from "new" cases), they are, at the next term again given new numbers, placed at the head of the list as cases to be heard at that term, followed by other "new" cases. If a case is continued 3, 4, 6 or 10

times, each time it will have a different number, making it rather cumbersome to trace.

In the Superior Court at New Haven a similar system is used, the only difference being that the cases keep their original file numbers, and the continued cases are separated on different pages, and designated as "continued" or "old" cases, making them easier to follow through the records.

Prosecuting Attorney in the City Court

In the City Court there is a Prosecuting Attorney and one assistant, both appointed by the judge of the court. One receives a salary of \$5,000 annually and the other \$3,500. By private agreement, each devotes every other week to the duties of the office. Each has a private law office and law practice. One room at Police Headquarters is set aside for the use of these officers of the court, but in reality they do not spend any time there. The office is in charge of a police sergeant from the regular police staff. This man receives all complaints coming to the office of the Prosecuting Attorney and actually passes upon them, referring only those of unusual character to his superior officers. To see either of these prosecuting attorneys it is necessary to make either a special appointment to meet one of them after City Court adjourns for the day, or a special trip to their private offices.

In the City Court in New Haven there is a Prosecuting (designated "City") Attorney and two assistants, together with a recently appointed young woman lawyer, known as "Special Investigator," a stenographer, and two police officers assigned to duty in the prosecutor's office. The office is in the City Building, and by agreement, but one of the three prosecutors is on duty at any one time. Each has a private law office with a private practice, and each devotes but part time to the duties of the court. Complaints are sometimes made by those who have cases in the court that upon each successive visit to the prosecutor's office, details of the case must be retold, because a different prosecutor is on duty. The Prosecuting Attorney receives a salary of \$4,000 and his two assistants \$3,500 each. These officials are appointed by the judges of the court.

In the Criminal Court of Common Pleas

A Prosecuting Attorney and an assistant prosecute the cases in the Criminal Court of Common Pleas at Bridgeport. These officers are appointed by the judges of the Criminal Court of Common Pleas, and receive a salary of \$2,500 and \$1,000, respectively.

The Prosecuting Attorney lives and has his office at Stamford; the assistant lives in Darien, with a private law office in Bridgeport. Neither official gives full time to the court. If one wishes to see either, an appointment must be made in advance; otherwise the assistant can be consulted at his private law office.

In New Haven the Prosecuting Attorney devotes his full time to the duties of the office. He has two spacious, well equipped rooms in the new County Court building.

In Superior Court.

The prosecutors in the Superior Court in Bridgeport are designated as State's Attorney, and assistant State's Attorney. These officials are appointed by the judges of the Superior Court for a term of 2 years at a salary of \$4,000, and \$3,500, respectively. The State's Attorney lives and has his law office in Stamford; the assistant is a law partner of one of the judges of the City Court.

Offices in the County Court building are set aside for the use of these officers and are in charge of a clerk. It is difficult to find the State's Attorney in this office, and almost equally difficult to confer with the assistant. It is the custom to make engagements in advance.

The prosecutors in the Superior Court in New Haven are designated as State's Attorneys. There is one such officer and an assistant in this court. The prosecutor is appointed by the judges of the court, but he appoints his assistant for the court at New Haven. These two officers devote their full time to their office, for which they receive \$5,00, and \$4,000, respectively. A detective, at \$3,000 a year, is also connected with this office. These officials maintain a well equipped suite of rooms in the new County Court building.

Probation

There are three probation officers, of whom one is a woman, connected with the three courts of criminal jurisdiction in New Haven. Two of these are probation officers also for the Juvenile Court. They maintain an office in the city building and those in the Juvenile Court have an office also in the Detention Home. For each case handled from the Superior Court they receive \$4.00 a month; for each one from the Criminal Court of Common Pleas, \$3.00 a month, and in the City Court they are paid \$6.00 a week, irrespective of the number of cases handled by each officer. The yearly average number of adult men under probation in all the courts in New Haven is between 400 and 500,

and of women, about 25; the greatest number of these are from the City Court. The woman probation officer has held the position for 5 years or more, and the men 18 and 10 years, respectively. One of these devotes his full time to the juvenile offenders. These officers require the probationers to visit them at their office once a week, and the officers visit the probationers at their homes at least once a month. Very seldom, if ever, do they keep in touch with the probationer after the probationary period has expired. The average length of time of the probationary period of men and women is about six months. For juveniles, the period ranges from six months to a year.

These officers collect non-support money also, and fines, as a part of their duties; the non-support money is paid over to the individuals entitled to it, under the direction of the court.

All records of these officers are private; such information concerning their work is to be given out only through the courtesy of the officers. They submit monthly reports to the judges of the various courts from which the probationers came, showing the number of cases handled during that period, those released, continued, and added, as well as the amount of money collected and disbursed in the non-support cases, and the amount of fines collected. Quarterly they submit a report to the state prison association.²²

The City Court in Bridgeport has two regularly appointed probation officials, a man and a woman. The former is also the Juvenile Court probation officer. These officers are appointed by the judge of the City Court for a term of two years. They are paid \$4.00 a day, 360 days in the year, irrespective of the number of cases handled by them. The woman officer has no office but she requires those under her care to report to her at her home.

The man officer has a desk in the room with the police sergeant in charge of the office of the prosecuting attorney, at police headquarters. The probation officer has no office assistance; necessarily he must be out of his office a great deal. In the event he is out, and his probationers report to him, the stenographer makes a note of their names. This she turns over to the officer upon his return and he credits the individuals as having reported to him. This officer collects fines also, and non-support money and turns the latter over to those who are entitled to the proceeds of court action. Last year (1923) approximately 50 cases were heard by him, of which he adjusted probably 75%. In 1923 this

²²Information from Mr. Leyerzapf, probation officer.

officer had charge of approximately 300 male offenders, over the age of 16 years, from this court.

This same officer is usually appointed also as probation officer in cases from the Superior Court. These cases amount to very few during a whole year. During the four quarters ending Sept. 30, 1923, he had supervision over approximately 20 men from this court, while the woman probation officer had supervision over about 5 women from the same court.

For work connected with the Superior Court these officers are paid at the rate of \$48 for each case if the probationer is placed on probation for a year; \$24 if for 6 months, and so on. Very little use is made of the services of a psychiatrist for the examination of and study of probationers.

Records in probation cases are apparently inadequately kept, as only pencil memoranda in some cases and none whatever in others were exhibited as records of cases. No tabulation of cases was obtainable for inspection and information.

Police Department

In Bridgeport the Department of Police is under the control of a Board of Police Commissioners, consisting of 4 members, and the mayor, ex officio. Each year 2 or the 4 members are appointed by the mayor to this board, for a term of 2 years, but the common council may, by a two-thirds vote, remove any member for cause. The common council may also increase or reduce the police force of the city.

The department is divided into the following subdivisions: the superintendent's office (at headquarters, also called the First Precinct), assistant superintendent's and clerk's office, Detective Bureau, Bureau of Investigation and of Missing Persons, Bureau of Identification, patrol service (which includes the four precincts in the city), and the traffic squad.

The police are active not only in preventing and detecting crime, but in many duties not directly connected with crime and criminals, and for which they deserve high praise. For instance, the Department of Police has charge of a venereal disease clinic; its traffic squad directs traffic upon the streets, and its officers act as truant officers for the schools. These are but a few of the things that come under the duties of the department. It recovered property to the value of \$69,541 during the year.

The Superintendent of Police in Bridgeport

The superintendent is head of the department. He has held this office for a number of years, having been chosen from the rank of lieutenant in the department. He and the assistant superintendent are appointed by the Board of Commissioners and receive annual salaries of \$5,000 and \$3,250, respectively.

Other Officers of the Department

Other members of the department consist of: 7 captains, 15 lieutenants, 20 sergeants, 17 detective sergeants (these are patrolmen with the rank and pay of sergeants while assigned to the Detective Bureau), 12 doormen, 228 patrolmen (or one for every 625 of the population), among which are the 5 drivers or chauffeurs, 3 truant officers, the stenographer in the clerk's office, the clerk in the Detective Bureau, and 15 motorcycle men. (These were the figures for the year 1923.) New Haven had 1 patrolman for every 648 population.

Appointments: How made

All of these members are appointed by the Board of Police Commissioners, for an indefinite term, and receive salaries ranging from \$1,900 for patrolmen, to \$5,000 for superintendent.

These appointments are made from a civilian list of applicants, of both major political parties, who meet the requirements laid down by the Board of Commissioners. These requirements are that the applicant shall be 25 years of age or over, 5 feet tall, a resident of the city for five years, able to read and write the English language, must never have been arrested, had no illness for the past 10 years, etc. Applicants are not appointed according to the order in which said applications are filed, but at the discretion of the Board of Commissioners. In other words, there may have been 100 applications on file, but if number 101 files his with the board on the evening of a regular meeting, he may be, and sometimes is, appointed at that same meeting. Apparently no educational or mental tests of any kind are given the applicants.

The city government of Bridgeport makes no provision for furnishing uniforms for members of the department, as is done in New Haven. Neither does it provide for any group insurance, as is done in New Haven.

System of Maps

A very good system of wall maps has been devised by the superintendent of police. Different colored pins or tacks indicate the various kinds and the volume of crime committed in the city with relation to the location of the four police precincts. These maps indicate also at a glance the location of the police stations, the location of the signal and fire alarm boxes, and provide as well, other valuable information in graphic form.

System of Records

The clerk of the department is required to keep a record of the various amounts of fine sentences, and of bond forfeitures; this is a check on the office of the city clerk to prevent any discrepancies that might creep in. This record is checked with that of the clerk's office each month.

The system of records is much the same in New Haven.

Police Department of New Haven

In New Haven the Police Department is under the control of a board consisting of the mayor and six commissioners.²³ In January of each year, the mayor appoints two new members to fill the vacancies caused by the expiration of the terms of the previous two members, for a term of three years, from the 1st of February following the appointment. Not more than three members and the mayor shall belong to the same political party.

This Board of Commissioners make all appointments in the department, except that of the Chief of Police; make all promotions in accordance with civil service rules; have control over property used by said departments; purchase all supplies; provide for heating, lighting, and repairing of buildings; have power to prescribe and define the duties of the members of such departments, and to make all rules necessary for the proper government and appointment of officers and employees; they may remove, reduce in rank, or suspend any member they have power to appoint, but not for political reasons.

The department consists of the Chief of Police Office, the Detective Bureau, Bureau of Identification, License Bureau, Stations 1, 2, 3, 4, 5, 6, and Veteran's Reserve.

²³Section 46, Charter of New Haven, revision of 1914.

Chief of Police in New Haven

The Chief of Police has held his office for several years. He receives \$4,500 per year.

Other Officers of the Department

Other members of the force consist of 8 captains, 42 sergeants, 250 patrolmen, and some 100 supernumeraries, a few special constables, a matron, 6 surgeons, and an electrician. All of these members are appointed by the Board of Police Commissioners for an indefinite term, and receive salaries ranging from \$5.00 a day for the members of the lower grades, to \$2,750 a year, the salary of the captains. There is one patrolman for every 648 in the population. (There is one for every 625 in Bridgeport.)

Appointments: How made

When more men are likely to be needed for the department, the Board of Police Commissioners arrange with the Civil Service Commission to submit a list of eligibles from which supernumeraries can be appointed. Supernumeraries are those who have met the requirements of the Civil Service Commission and have been appointed to the department; while not on the regular pay roll, yet they receive pay when working on some particular assignment, and are in the grade from which patrolmen are appointed. Such service, therefore, is in a sense probationary.

After such notice by the board, the commission advertises that an examination for applicants as supernumeraries will be held on a given date at a definite place. The requirements are that such applicants must pass an examination given by the commission and make a grade of at least 70 out of a possible 100. In addition, the applicants must pass a physical examination, making at least 70 out of a possible 100 points.

From the reserve list of about 100 supernumeraries patrolmen are appointed; patrolmen are divided into grades A, B, C, D, and E. It is from the rank of patrolmen that sergeants are chosen, and from the rank of sergeants that captains are chosen, in accordance with the civil service rules. The uniforms are provided by the city for the members of the department.

The city provides for group insurance also.

Penal Institutions

No attempt was made to visit any Penal Institutions except the county jail. Lack of time and funds prevented other than a superficial inspection of this institution. But that visit left the impression that the New Haven jail, at any rate, was one of the cleanest institutions of the kind we had ever seen, and that it was run in a most efficient manner.

The county jail is in charge of a sheriff, as ex-officio jailer, a jailer, a clerk and two matrons, as well as a few minor officials. In Bridgeport the sheriff is assisted by a deputy jailer who is also the clerk, and one matron. The sheriff of the county is elected by the voters. He appoints his assistants at the jail and they hold office during his tenure as sheriff, or unless removed for cause. The jailer is at the head of the institution, although the sheriff and family live in the building. The jailer is under a \$10,000 bond and receives a salary of \$2,500 per year in New Haven and \$1,920 in Bridgeport.

The jail is used for both men women, who either are awaiting trial, or have been tried and are serving their time, or are waiting to be taken to other penal institutions. Witnesses in important cases are sometimes detained there also.

Number of Inmates a Year

The longest period of time for which an offender may be committed to the county jail is one year on any one count. The average time per prisoner, is approximately two and a half months for men in New Haven and six months in Bridgeport. For women, the term ranges from 15 to 20 days in New Haven and in Bridgeport approximately 30 days.

Contract Labor Abolished

Contract labor in the New Haven jail was abolished in 1919. This is the only jail in the state that is without contract labor. At the present time the County Commissioners manage a factory in connection with the jail, in which the prisoners work with wood materials, making basinetts. The factory is in charge of a hired superintendent and three foremen, engaged by the County Commissioners. The products are sold in the open markets. Only men who have been convicted of an offense are required to work in the factory. The prisoners are allowed \$1.00 a day for their work, which sum is applied to their fines and costs.

The report of the superintendent of said factory, for the fiscal year ending September 30, 1923, showed an estimated profit of \$6,503.27 for that year. (Report in office of County Commissioner.)

The contract factory in the Bridgeport jail makes leather goods, castings and cement blocks, which are sold at wholesale through the state. One dollar a day is allowed as in New Haven.

Segregation of Inmates

All men in the jails have been separated into two groups: (1) those awaiting trial, and (2) those under sentence. The prisoners help with the cleaning of the jail, which to all appearances is very well kept, especially in New Haven. (Inspection in the autumn of 1923.) The Bridgeport jail, inspected in March, 1924, was less well kept.

No Dining Room

The jail in Bridgeport is not provided with a dining room; lack of ground space cannot be advanced as an excuse. There is plenty of room for expansion in several directions. All the prisoners, of both groups, file by the kitchen at mealtime and get their food as it is passed out to them through a small window. They then carry it to their cells and eat it there, or in the cage outside the cells.

New Haven has a large, comfortable dining room for the men and a small, clean and neat place for the women. Movies and other entertainments are given in it.

A private dining room is provided for the women. Two separate unused cells are set aside for the storage of the hats and clothing of the women prisoners. At one end hung the "Sunday" uniforms of the inmates, cleaned and pressed by their owners for use on the next Sunday.

All the linens used in the institution were neatly folded and placed in drawers lined with clean white paper; all other materials were placed in an orderly manner on shelves covered also with white paper. Everything in these quarters appeared very clean and neat and in order. (The investigator's visit was not announced in advance.)

In Bridgeport the women have individual cells, but they are not locked in them at night, as the men prisoners are in their cells. During the day they have the use of a small, bare, gloomy corridor. They eat their meals in this corridor on a small table. In a small space near the cells the clothes of the women are kept (but none too well).

Another small space is provided for the storage of the linen, bed clothing, etc., used in that department. These quarters for the women had very little appearance of orderly management or cleanliness. After an inspection of the jail at New Haven, Bridgeport's jail seemed very poor.