

# **Description and Analysis of Criminal Conditions**

by

**MORGAN L. DAVIES, Attorney for Committee**

and

**FLETCHER DOBYNS, Associate Counsel for Committee**

## I

## REPORT OF ATTORNEY FOR COMMITTEE

BY MORGAN L. DAVIES

To the Honorable Charles E. Merriam,  
Chairman, Committee on Crime,  
Of the City Council, Chicago, Illinois.

I have the honor to submit herewith the findings and recommendations which seem to me to follow from the testimony heard before the Committee.

Before enumerating them, a word should be said about the first work undertaken in this investigation.

Immediately after the organization of your Committee in June, 1914, and the appropriation of the sum of \$10,000 for carrying on the work, a number of discussions were held as to the best means of approaching this enormous subject matter in a city as large as Chicago. It was decided that it was necessary for the Committee to know the exact amount of crime in this community as a foundation for its work.

Miss Abbott, an expert statistician, was employed by the Committee and presented a very complete report on the statistics available with reference to the various crimes committed and the apprehension, prosecution, and subsequent treatment of offenders.

The subject of crime was then considered from three broad, general viewpoints. First, the nature and causes of crime in Chicago. Second, the apprehension of the offender, and its relation to the police department. Third, the prosecution of the offender with relation to the courts, the city, and the state's attorney.

The first subject matter, namely, the nature and causes of crime in Chicago, was studied, and investigated at length by an expert criminologist, Robert H. Gault. Some eight judges, including the chief justice of the Municipal Court, appeared before the Committee and discussed this subject matter from the viewpoint of the judge having to deal with the offenders brought before the court. Dr. Hickson, of the Psychopathic Laboratory of the Municipal Court also presented to the Committee the subject matter of the offenders with relation to their mental capacity and the results of the work done in the Municipal Court along those lines.

With reference to the second subject matter, the responsibilities and functions of the police department, a rather extended investigation was made. In the early part of the work it was learned that there was some reason to believe that members of the detective bureau of the police department of the City of Chicago were working in active partnership and collusion with professional criminals. It was then thought nothing could be accomplished with reference to additional aid to the police department, and that increased efficiency on the part of the police department was impossible, if the integrity of any portion of its members were in question.

The subject matter of inefficiency, judicial delays, complicated machinery for dealing with crime and the criminal, civic movements for the betterment of conditions which tend to produce crime, all become of secondary importance when the instrument which the public has for dealing with crime and criminals is questioned as to its integrity.

The police officer is the representative of government who comes in contact with the individual citizen most intimately, and the character of that representative is the criterion by which the citizen judges his government. Consequently corruption on the part of a police official poisons at the foundation all efforts to deal with crime and criminal conditions.

Your Committee, therefore, determined at once to go to the bottom of this subject, and, by way of gossip and information received indirectly from professional criminals, the investigators were lead to believe that such a condition did exist in the Detective Bureau of the Police Department of the City of Chicago. It was apparent that such corruption was of a long existing nature and that many important individuals were involved in it. It was also apparent that this system of collusion was so long entrenched, and its powers were so great, the charge was appalling, that the committee could not afford to have testimony presented to it, making this charge based

on indirect statements of professional criminals or other sources of information of a similar character. It was deemed essential that direct, real and undisputable evidence must be had of such collusion if the same existed. It is not easy to realize at this time, when the whole subject matter has been brought out and proved, with subsequent indictment of a number of these individuals by the state's attorney of Cook County, coupled also with the fact that a shooting affair occurred on a prominent street in the city of Chicago, which was alleged to have arisen from a possible disclosure, the enormous difficulties that confronted the task of showing up and proving this collusion.

It was learned that a reporter for one of Chicago's leading newspapers had successfully posed as a professional criminal and mingled with the professional criminals of Chicago at some time prior to the formation of this committee for the purpose of securing information as to the criminal conditions in Chicago. Immediately this reporter was sent for. He explained at length the manner in which he had posed as a pickpocket, lived with certain groups of them, how he had learned their language and all their plans and the nature of their operation. The Committee secured the services of two young men as investigators, and with this reporter, they laid and carried out the plans which resulted in the complete and undeniable disclosure of the criminal collusion existing between certain members of the detective bureau and the criminal underworld. The stories of these three courageous and efficient young men, setting forth the manner in which they went to one of the railroad stations of Chicago acting the part of confidence men, and then notified members of the detective bureau by indirect means of their presence there, and their subsequent arrest, whereby they were put through the detective bureau "mill," graduating them into the class of professional criminals with a record, by means of which they were able to come in contact with the professional criminal system of Chicago, are set forth at length in the testimony of the Committee and need not be gone into further here.

It seems to me, however, that before leaving this subject the committee ought to express in some way its appreciation of the keen, courageous and splendid manner in which these three men carried out the plan of the investigation. In a manner their work made possible a great many other things that this committee has sought to accomplish, and too much credit for the breaking up of this system of criminal collusion cannot be given to these men.

Attached hereto is an excerpt from Captain Meagher's testimony which gives a complete picture of criminal environment to which attention ought to be called.

Mr. Davies: "How about Butch Carroll?"

Captain Meagher: "Butch Carroll had a saloon on Madison street."

Mr. Davies: "Did he ever have one at 941 W. Washington street?"

Captain Meagher: "Not that I remember of."

Mr. Davies: "Butch Carroll?"

Captain Meagher: "Yes, and George C.—"

Mr. Davies: "One of the Carroll's is serving time?"

Captain Meagher: "Yes."

Mr. Davies: "Which one?"

Captain Meagher: "A fellow that we call John Bunker. He is a pick-pocket."

Mr. Davies: "Butch Carroll, has he ever had a place at 941 W. Washington street?"

Captain Meagher: "He came there from his present place?"

Mr. Davies: "Do you know anything about that saloon at 948 Madison street?"

Captain Meagher: "Yes."

Mr. Davies: "Do you know what Carroll's real name is?"

Captain Meagher: "Yes, Wainwright."

Mr. Davies: "He is from Cincinnati, isn't he?"

Captain Meagher: "Said to be."

Mr. Davies: "Butch Carroll had a place at 947 W. Madison street, didn't he?"

Captain Meagher: "Yes."

Mr. Davies: "How long ago was that license revoked?"

Captain Meagher: "Two years ago."

Mr. Davies: "Do you know whether Butch has any record or not?"  
Captain Meagher: "I think it would be a safe thing to say yes."  
Mr. Davies: "He has a saloon at the present time, han't he, Captain?"  
Captain Meagher: "I have heard he has, but he is not in my district, and I don't know whether he has any license there or not."  
Mr. Davies: "He is operating over there in another district, isn't he?"  
Captain Meagher: "Yes."  
Mr. Davies: "Where is that place?"  
Captain Meagher: "I would call it Madison and Elizabeth streets, I think."  
Mr. Davies: "Where is Butch Carroll's saloon now, or the one you think he has an interest in?"  
Captain Meagher: "I think it is Elizabeth and Madison streets. You might describe it at the northwest corner."  
Mr. Davies: "The northwest corner of Elizabeth and Madison?"  
Captain Meagher: "Yes."  
Mr. Davies: "What kind of a building is it at 948 Madison street?"  
Captain Meagher: "That is a three-story building."  
Mr. Davies: "Butch Carroll's saloon is down stairs?"  
Captain Meagher: "Yes."  
Mr. Davies: "There are two flats upstairs?"  
Captain Meagher: "Yes."  
Mr. Davies: "How many rooms in these flats—how large flats were they?"  
Captain Meagher: "I never was inside, but I think I am safe in saying—I have a book at home with a collection of all the rooming houses in, and the number of rooms, and the persons there, etc."  
Mr. Davies: "How large would you say they were?"  
Captain Meagher: "If there are two flats, it would be 20 rooms, halls and all."  
Mr. Davies: "I have a list here labeled 'Registered voters, 18th Ward, Precinct 10,' dated August 14, 1914, and under the registered voters from 948 W. Madison street, I find the following names—about 25 in number. I would like to have you examine that."  
Captain Meagher: "I have seen that list before. I have a list of every voter in the 18th Ward, and also the 19th."  
Mr. Davies: "You know of this list?"  
Captain Meagher: "Yes, sir, I know of the list, and I have seen the names. I only know them by name."  
Mr. Davies: "Now, under 948 the first name is Frank Weaver."  
Captain Meagher: "Yes, sir."  
Mr. Davies: "Do you know who he is?"  
Captain Meagher: "Yes, sir."  
Mr. Davies: "Has he a record?"  
Captain Meagher: "I think he has."  
Mr. Davies: "Do you know whether or not he has served time?"  
Captain Meagher: "I think he has."  
Mr. Davies: "What was he sentenced for, Captain, do you know?"  
Captain Meagher: "I don't know, but I feel that Weaver has a criminal record. I have had him arrested several times."  
Mr. Davies: "He was arrested two or three months ago for holding up a man, wasn't he, in connection with another man by the name of Bisman?"  
Captain Meagher: "Yes."  
Mr. Davies: "They held up a saloon at Aberdeen street?"  
Captain Meagher: "Yes, sir."  
Mr. Davies: "Now, in this list of names at 948 W. Madison street, is the name of Margaret Lane. Do you know of any complaint ever being brought against her?"  
Captain Meagher: "She may be in that name or some other name for having maintained a house of prostitution. I presume she is one of the housekeepers there. That is a house of assignation, a house of prostitution, or was at one time. It is not above suspicion today."  
Mr. Davies: "How about James Tyler?"  
Captain Meagher: "I don't know him."  
Mr. Davies: "How about Anna M. Shields?"  
Captain Meagher: "Does it was man or woman?"  
Mr. Davies: "Yes, Miss Anna Shields."

Captain Meagher: "I think she is one of the women there, one of the housekeepers there, too."

Mr. Davies: "She is registered from that number."

Captain Meagher: "I don't know her."

Mr. Davies: "How about Charles Kennedy, do you know him?"

Captain Meagher: "No."

Mr. Davies: "How about Jeffries?"

Captain Meagher: "He is an ex-convict."

Mr. Davies: "He has a record?"

Captain Meagher: "Yes."

Mr. Davies: "Do you know what he was sent in for?"

Captain Meagher: "I think he was brought back here from Leavenworth, Kan., the last time."

Mr. Davies: "What for?"

Captain Meagher: "I don't know what the United States had him out there for."

Mr. Davies: "This is dated August 9, 1914. Do you know whether Jeffries is over there now or not?"

Captain Meagher: "No, I don't know."

Mr. Davies: "Do you know about Thomas Gleason, or James Gleason?"

Captain Meagher: "I don't know him."

Mr. Davies: "How about Thomas Gannon?"

Captain Meagher: "I don't know him."

Mr. Davies: "How about Charles Gray?"

Captain Meagher: "I don't know him."

Mr. Davies: "How about John Edwards?"

Captain Meagher: "I don't know Edwards."

Mr. Davies: "Do you know whether he tends bar for Bruder or not?"

Captain Meagher: "I don't know. Is Bruder keeping a saloon?"

Mr. Davies: "I think he has a place."

Captain Meagher: "No, he has a club at 1044 W. Madison street. I don't know whether you would call him a bartender or not."

Mr. Davies: "You don't know whether Edwards works for him or not?"

Captain Meagher: "No, sir."

Mr. Davies: "At that same number?"

Captain Meagher: "I don't know."

Mr. Davies: "How about W. J. Havirt?"

Captain Meagher: "I don't know him."

Mr. Davies: "How about Dan Gibbons?"

Captain Meagher: "I don't know him."

Mr. Davies: "How about Fred J. Rooney?"

Captain Meagher: "He is an ex-convict. I know I had him in some time ago."

Mr. Davies: "What was he in for?"

Captain Meagher: "I think it was a burglary."

Mr. Davies: "Burglary?"

Captain Meagher: "Yes."

Mr. Davies: "How about James Duffy?"

Captain Meagher: "I don't know Duffy personally."

Mr. Davies: "How about James Smiley, do you know him?"

Captain Meagher: "No, I don't think I know Smiley."

Mr. Davies: "How about F. J. Mitchell?"

Captain Meagher: "I don't know him."

Mr. Davies: "How about Joseph Milton?"

Captain Meagher: "I don't know him."

Mr. Davies: "George Carroll—that would be the brother of Butch Carroll. What is Butch Carroll's right name?"

Captain Meagher: "Butch is John."

Mr. Davies: "Butch is John. He is registered from the same place?"

Captain Meagher: "Yes."

Mr. Davies: "Now, is George Carroll, the fellow that is now named Joe Bunker, the pickpocket? Do you know him?"

Captain Meagher: "No, Joe is Bunker."

Mr. Davies: "His name is now Bunker?"

Captain Meagher: "Yes, Joe Bunker, yes."

Mr. Davies: "And George Carroll?"

Captain Meagher: "He has another brother."  
Mr. Davies: "Their original name is Wainwright?"  
Captain Meagher: "According to the criminal records."  
Mr. Davies: "What is your impression about George and John, have they got any records?"  
Captain Meagher: "I don't think George has."  
Mr. Davies: "And about John?"  
Captain Meagher: "I think he has, yes."  
Mr. Davies: "And how about Harry Adams?"  
Captain Meagher: "He is an ex-convict, I think we call him 'Red Adams.'"  
Mr. Davies: "What was he up for?"  
Captain Meagher: "Pickpocket."  
Mr. Davies: "Now, 'Red Adams,' Harry Adams, I didn't quite get what he was up for?"  
Captain Meagher: "He was an ex-convict."  
Mr. Davies: "And Brush?"  
Captain Meagher: "Brush, I don't know him."  
Mr. Davies: "So, out of this number, 948 Madison, there are twenty-five in the list of people who registered from there, and there are eight, I think you have given eight, at any rate the record will show, that have records?"  
Captain Meagher: "Yes, sir. But pardon me, I think you will find that they don't live there."  
Mr. Davies: "I will agree with you on that, but they vote from there, don't they?"  
Captain Meagher: "Yes, but that is up to the election commissioners to look after the registration."  
Mr. Davies: "But, according to this list here they have a right to vote from there?"  
Captain Meagher: "I am not clear on the election law, as to the residence and so on that was. I have got something else to do you know."  
Mr. Davies: "They are on the list. Are any of them around there now, Captain?"  
Captain Meagher: "They are liable to be seen on the street at any time and in any place in the city of Chicago. If you would put races out in Elgin why, tomorrow I would not be a bit surprised to see them out in Elgin. If you would put races out in Belvidere, why, they would be out in Belvidere."  
Mr. Davies: "Do you know any of them who are working, except at their profession?"  
Captain Meagher: "No, I don't know of any of them who have lawful employment."  
Mr. Davies: "Who runs that building, Butch Carroll, doesn't he?"  
Captain Meagher: "Oh, yes."  
Mr. Davies: "Do you know who leases the whole building?"  
Captain Meagher: "I did at the time of this investigation, but previous to the time of the revocation of the license, I think the book shows all of the houses and all the leases in the past, and who the owner was, and every one of them knew that when we caught them we sent in the records to the chief of police and he looks up the owners and agents and serves a notice on them."  
Mr. Davies: "Did you examine this particular precinct list before with reference to the people who registered from that place?"  
Captain Meagher: "It is the only one I recall in that precinct."  
Mr. Davies: "I mean have you seen this precinct list before?"  
Captain Meagher: "I have seen that, yes."  
Mr. Davies: "Did you look at it to see who was registered from 948 Madison street?"  
Captain Meagher: "We discussed it in the station."  
Mr. Davies: "All of it?"  
Captain Meagher: "Yes, sir. I keep a list of every person registered."  
Mr. Davies: "Would you say that this was the worst case that there ever was in your district?"  
Captain Meagher: "Yes, I would emphatically say I don't know of another place where they would permit it. If those people are legal residents, which I claim they are not, they are not living there the same as I am on Turner Avenue."

Mr. Davies: "Did you arrest any of these fellows under the vagrancy section, Captain?"

Captain Meagher: "Yes, sir."

Mr. Davies: "Who, if any of them, have been arrested under this particular section?"

Captain Meagher: "We had Adams in court five or six months ago."

Mr. Davies: "You would have to keep arresting them every day, wouldn't you?"

Captain Meagher: (continuing) "I think he was in on what you would call a regular vagrancy charge. I think Red Adams had a sentence here in court to get out of town within two weeks."

Mr. Davies: "And those fellows are passing in and out all of the time. They would have to spend all of the time in jail, because they don't work at anything else?"

Captain Meagher: "They don't seem to spend very much time in jail."

Mr. Davies: "When one of them gets arrested, the rest of them get busy, don't they?"

Captain Meagher: "I don't think the wagon hardly arrives with one of them before he gets away. The wagon don't hardly arrive at the station before some one is there to get him out."

Mr. Davies: "Some lawyer?"

Captain Meagher: "It is hard to judge."

#### FINDINGS AND RECOMMENDATIONS.

Suggested by Mr. Davies for consideration of the Committee\*

The pressure of economic conditions has an enormous influence in producing crime. Unsanitary housing and working conditions, unemployment, wages inadequate to maintain a human standard of living inevitably lead to 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, the living wage and the attainments of industrial democracy.

These, however, are indirect causes and the Committee has confined itself to direct causes, and makes, with respect thereto, the following findings and recommendations:

A. The Committee finds that the drug traffic directly increases crime. That 75% of the drug users are of the criminal classes; that if the drug could not be secured in Chicago, they would leave. That users of drugs become physically incapable of earning their livelihood at any occupation requiring sustained effort. Frequently a resort to crime is the result.

The Committee recommends an active co-operation between the police department and Federal Government; that there be an interchange of all information; that a special city attorney be assigned to co-operate with the office of the United States Attorney to break up this traffic.

That a hospital be provided for the treatment of prisoners addicted to the use of drugs.

B. The Committee finds that there are a large number of saloons and poolrooms where criminals hang out, plan their operations and secure new recruits. The Committee found as many as 100 of such places and that of these, twenty (20) are owned or operated by ex-convicts.

The Committee believes that the retail liquor dealers of Chicago are opposed to the issuance of licenses to such places, and are best equipped to deal with this evil. It is, therefore, recommended that no license shall be issued unless the same is first recommended by a duly authorized and constituted committee, representing the retail liquor dealers of Chicago, and that all revocations of licenses be made on the recommendation of such a committee.

C. There was much discussion concerning the psychopathic examinations of juvenile offenders, and the advisability of a farm colony for the segregation of subnormals, or so-called morons. The Committee believes that this subject matter, so far as Chicago is concerned, is in an experimental stage. That such a treatment might furnish another loophole of escape from responsibility on the part of the officers, for their acts. The Committee, therefore, make no recommendation on this subject matter.

\*See Pages 9 to 17 for findings and recommendations made by the Committee. A tentative summary covering certain of these points had previously been submitted by Ald. Merriam.

D. The Committee has no testimony before it which would reflect any discredit on the great body of men and officers who compose the Police Department of Chicago; the Committee has no testimony before it which gives the comparative efficiency of the police department in Chicago with that of other large cities. There is no evidence before this Committee with reference to the relative efficiency of the police now as compared to any other time.

There has, however, been presented to this Committee, testimony to show that certain members of the Detective Bureau were in active collusion with various classes of criminals and that in some cases, not only were the proceeds of crime divided, but criminals were forced to ply their occupations, that the corrupt officials might have the plunder. There is every reason to believe that this system has been in existence for a great many years. As a result of the disclosure of this Committee and the indictments by the state's attorney, this system has been greatly checked and large numbers of professional criminals have left Chicago. Only constant vigilance will prevent the return of this evil.

Police collusion with crime is a crime in itself and the power of responsibility to deal with it rests entirely on the state's attorney. The McCann case in Chicago, the Becker case in New York City, and the recent indictments here show the manner this must be dealt with.

E. The corrupt officials heretofore referred to, maintained their power over the criminal world by the method of arresting the criminal, who refused to obey orders or divide the plunder, and holding them in custody under shocking physical surroundings and refusing to bring them before a court for the fixing of bonds and admission to bail. This is a violation of the law of Illinois, but there is no punishment prescribed for it. The Committee recommended that the unwarranted holding of a prisoner be made a crime by the laws of Illinois.

F. The Committee recommends that every police officer be compelled to make in writing, immediately after the occurrence of a crime, a statement in writing of the facts as stated to him or witnessed by him.

G. It is recommended that professional criminals be prosecuted under the State Vagrancy Law in accordance with the plan submitted by this Committee and enforced in other states, such as Massachusetts.

H. It is recommended that joint action be taken by the courts, the state's attorney and the chief of police to remove in some degree, the sinister pressure and harassment of the police by the criminal system of defense, composed in part of the "crooked bondsmen," the "crooked lawyer," and the "fixer."

When the power activities and methods of this system are understood it is amazing that there are so many honest and efficient policemen.

I. The Committee finds that the police force of Chicago is smaller in proportion to that of other large cities and recommends an additional number to the department.

J. It is recommended all criminal branches of the Municipal Court be consolidated in one central building.

K. The Committee recommends the employment of an additional number of assistant state's attorneys, so that there will be an assistant state's attorney both day and night in the police stations, located in the larger crime zones of Chicago.

L. The Committee finds that the great power and responsibility of dealing with evil conditions shown before this Committee rests with the state's attorney. That the state's attorney in the performance of his duties, must incur the ill will of powerful interests. In view of the great responsibility, the dangers incurred, it is the belief that the salary of the state's attorney is wholly insufficient and that some method should be found by which the city of Chicago should make this adequate.

M. It is recommended that this Committee be made a permanent Committee, with an appropriation to continue the work. That it should have referred to it all reports of the Police Department required in the subject of crime from time to time.

Respectfully yours,

MORGAN L. DAVIES.