

appropriations of necessary funds, and for the encouragement it has had from individual members of that body. The Commission regrets, however, that it is compelled to say that in spite of the support given it by the press, it has received active help from but few of the so-called reform organizations interested in moral uplift, which naturally would be expected to join in an effort to correct police evils and to thereby clean up vice conditions in the city of Chicago.

Another difficulty the Commission faced was that of obtaining testimony from persons other than its hired investigators. Signed and anonymous letters by the thousand were received complaining of intolerable conditions in various parts of the city, and were investigated where such action was deemed warranted. Hundreds of persons were interviewed who gave valuable information "in confidence," few, if any of whom would willingly take the witness stand, either through a desire to avoid notoriety or through fear of future police exactions. An unwilling witness is usually a hostile or dangerous one, and this accounts for the fact that scores of witnesses who might have been able to prove conditions known intimately by thousands of people, were not called before the Commission.

GAMBLING.

During the course of the investigation reliable information was secured as to the existence in the city of more than six hundred places where gambling of more or less public or semi-public character was carried on, the nature of the games of chance being handbooks, poker and other card games, roulette, craps and other dice games. This included only such games as were carried on by keepers or handbook owners, and did not include games of a private character where there was no "rake-off" and where no professionals were involved.

The evidence amply shows that a very large proportion of these places and games were known to the police and that they could have been suppressed by an honest, intelligent effort. The Commission feels that it has fully proved that a criminal conspiracy existed between certain commanding officers of the Police Department and certain gamblers operating and attempting to operate within the city limits, and is satisfied that money has been paid by these gamblers to secure protection for illegal games of chance. It is not prepared, however, to make a direct assertion as to what individual members of the Department have profited through the payment of this protection money, nor does it believe such assertion necessary.

The machinery used in levying and collecting tribute from vice is complicated and the hands through which the money passes are numerous. All being of equal guilt, direct evidence could be obtained only

through informants. If a minor police officer acting as a collector should come out into the open and testify as to such payments, it was the unanimous belief in the service that this would mean sooner or later his elimination from the force, even if granted immunity by the Commission. If a gambler gave the information, he could never expect to be permitted to ply his trade in the city again.

The Commission therefore took the position that by showing existing conditions it conclusively proved inefficiency and neglect of duty on the part of the officers responsible.

Appendix "A" shows the number of gambling places known to have been in existence in the various police precincts prior to and during the early part of the investigation, a large proportion of which have ceased to operate. It is useless to expect the entire elimination of professional gambling in Chicago, particularly in the matter of handbooks, but the activity of the police since the revival of the gambling squads operating from police headquarters, has rendered operations unprofitable and difficult. The collection of money for protection is no longer safe and the direct bribery of policemen is dangerous. On the other hand increasing vigilance on the part of the Department and honest and efficient police administration are necessary to prevent the reopening of gambling houses, pool rooms and handbooks.

The average citizen patronizing handbooks and professional games seldom stops to realize his absolute lack of chance to win. In the operation of handbooks the percentage in favor of the layer of odds is never less than three to two, and more frequently two to one. In the professional card games the "rake-off" in favor of the house eliminates the ultimate chance of winning by the outsider, not taking into consideration the greater skill of the house players or the "crooked" deck and the "crooked" dealer. In the dice games, loaded dice and electrically controlled tables were common, and in all the outsider or the "sucker" (in gambling parlance) contributed the funds with which to secure protection as well as to make the game profitable.

There is and has been for years a more or less organized gang of so-called "flat joint" operators making this city their headquarters. A "flat joint," in the words of an eminent operator who makes Chicago his home, is not a gambling device, for the simple reason that the "sucker" never wins. Its variations are endless. There are the spindle, the cloth and dice, the bird cage, the marble game, and so on ad infinitum, but all containing the same essential principle—absolute control by the operator and no chance for the player. As a "sure thing" proposition, three card monte and the shell game fade into insignificance. And yet these "skin" devices were repeatedly operated on the public

streets of the city of Chicago during the summer of 1911, under the very eyes of the police, and by all or part of the same gang.

The men who first brought the Department into notorious disrepute in this regard, through uniformed and citizen's dress policemen permitting them to run on 35th street on September 4, 1911, preceding and following the Gotch-Hackenschmidt wrestling match, had previously operated at South Chicago, Kensington, 31st street carnival, the 101 Ranch shows and Riverview Park, as well as in the State street museums in the 2d precinct, and in various places on the West Side. Later they were at the Ski tournament at Cary, Illinois, and on the special trains to and from South Bend in connection with the McFarland-Murphy prize fight. These men are well known to the police, and if the Department had any desire to locate and drive them from the city, it would not require a journey outside the loop.

The games in the Chinese quarter along Clark street, operating with impunity and, as the Chinamen thought and had reason to think, under police license and protection, were completely put out of business by one raid of the gambling squad, upon information furnished by the Commission. In spite of the fact that the then Inspector of the Division openly stated on the witness stand and elsewhere that conviction could not be secured in Chinese gambling cases, the evidence was so conclusive that in every game raided a plea of guilty was entered and fines imposed.

The gambling squad has been the subject of more or less adverse criticism, some of which was doubtless justified, but at the same time credit must be given it for the work it has performed. Since its revival on October 19, 1911, and up to February 29, 1912, it has made 999 arrests, secured 248 convictions with fines and costs aggregating \$8,000, and virtually wiped out public gambling. Its activities have also proved beneficial in stiffening the discipline among district and precinct commanders, sergeants and patrolmen. Nevertheless, the Commission renews the suggestion made in its preliminary report that under a properly organized and administered police force there is no necessity or excuse for a gambling squad operating out of headquarters, as is now the case, no matter how efficient it may be. It tends to a diffusion of responsibility which has been the curse of the Department for years. The Commission adheres to its original idea of fixed territorial responsibility as to those common and apparent forms of vice not directly connected with crimes against persons or property which clearly come under the supervision of the secret service.

The explanation of the large number of arrests in which convictions were not secured is the disinclination of the courts to fine inmates. Very

few have been so punished, even in instances where proof was conclusive and the keeper fined.

PROSTITUTION.

In that remarkable public document, "The Vice Report," (the greater portion of which is in an alleged cipher), the Vice Commission estimates the number of professional prostitutes in the city of Chicago at 5,000. Like many conclusions available to the public in that document, it is based upon inadequate information. The number is nearer 20,000 than 5,000, and 15,000 is a conservative estimate. A recent canvas clearly indicates approximately 2,000 in the 3d precinct alone, while amazingly large numbers can be found in the 1st, 2d, 4th, 5th, 10th, 11th, 15th, 27th, 28th, 38th and 39th precincts. This does not include women who eke out an inadequate wage by occasional acts of prostitution for hire, but only those that depend entirely upon the revenue from prostitution for a livelihood.

That prostitution has existed in the past, does exist now, and probably will always exist, is admitted by the Commission. The state laws and the city ordinances prohibit the operation of bawdy-houses, assignation houses, houses of prostitution and illfame. If the Police Department of the city did its sworn duty to enforce the laws of the state of Illinois and the ordinances of the city of Chicago, there could be no open houses of prostitution. However, upon the theory that public opinion permits a breaking down of the laws and ordinances in this respect, houses of prostitution and assignation have been permitted to run unmolested by the police in various parts of the city from time immemorial. In order to define the relationship of the Police Department with houses of this character, and prostitution generally, the then General Superintendent of Police, on April 28, 1910, promulgated the following rules for the regulation of this vice:

OFFICE OF THE
GENERAL SUPERINTENDENT OF POLICE.

Chicago, April 28, 1910.

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

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

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