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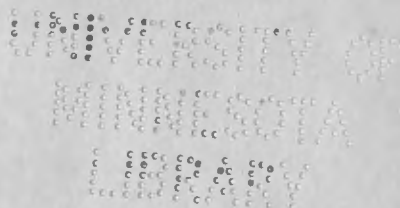
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*The History and Organization
of the Police.*

BY

Frederick C. Miller B.A.

*Submitted in Partial Fulfilment of
the Requirements for the Degree of
Master of Arts in the University of Minnesota
DATE May 1907.*



Thesis on
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HISTORY AND ORGANIZATION.

CHAPTER I.

INTRODUCTION.

The word police is little more than a century old. It was not in common use at Samuel Johnson's time. He barely admits it into his great dictionary as a French word recently introduced into England. According to Johnson police is "the regulation and government of a city or country so far as regards the inhabitants." Maitland defines police as "such part of social organization as is concerned immediately with the maintenance of good order, or the prevention or detection of offences."¹ Webster considers police somewhat in the same way as Maitland, but he is more definite and accurate. He calls police "that which concerns the order of a community, the internal regulation of the state," and secondly "the organized body of civil officers in a city, town or district, whose particular duties are the preservation of good order, the prevention and ^{te}detection of crime, and the enforcement of the laws."

The word police is derived from the Greek meaning the whole internal activity of the city-state.

1. Maitland: Justice and Police, MacMillan, London.

And in this sense the word "Polizeiverwaltung" is still in common usage among the Germans. The modern word police entered the technical terminology of Political Science at the time when the absolute monarchy was slowly evolving out of the regalia of the feudal suzerain. As soon as this development had a fair start, the king's powers began to grow far beyond the legitimate bounds as set forth in the feudal compact, and royal agents interfered freely in the local affairs of cities, manors, bishoprics, etc. In consequence of the support of the masses the crown was finally enabled to seize the whole internal administration of the localities and to this kind of administration the term police administration was given.¹

In the following pages the term police will be used to designate the special machinery created by the state for the purpose of keeping the peace and the prevention and detection of crime and for the performance of such other duties as our modern conditions demand.

Among savages there is scarcely a trace of police. Every man is judge and executioner and might is right. As soon as tribal relations are established, the

1. Burgess: Political Science and Comparative Constitut. Law Vol. I, pp. 214-215.

head of the tribe possesses as a rule all police-powers which custom has not left to the head of the family, who even to the present day possesses formidable police-powers over his children and in most civilized countries even over his wife. There is, however, a marked tendency in modern life towards emancipation of both children and wife, which tendency is most pronounced in our own country.

CHAPTER II.

POLICE IN THE ORIENT.

Among the Oriental nations of antiquity there are but faint traces of a polic-system. Here and there we come across a law or decree which is characteristically a police-law or a police-decree. In speaking of Egypt for instance, Herodotus refers to the King Amasis as having issued a law which obliged every Egyptian once a year to explain to the chief-magistrate of his district the means by which he obtained his subsistence. Any Egyptian who failed to do so or who was unable to show that he gained his livelihood by honest means suffered capital punishment. Herodotus goes on to say that Solon introduced this law at Athens where it was still in force at his own time.¹

1. Herodotus, Chapter 177.

record important lawsuits, in which officials akin to our modern police-officers took a prominent part. Under King Rhamses IX a cause celebre took place against a band of thieves who were reported to have violated the sacred royal and numerous inferior tombs in the Theban necropolis and to have stolen from them golden amulets and ornaments as well as valuable household goods and gold and silver vessels.

The governor of Thebes thereupon sent a commission consisting of various high officials and other persons whom we would name police-officials to the necropolis to investigate matters. The commission found the report exaggerated, as far as the royal tombs were concerned, as only one of the ten royal pyramids had been entered. Considerable damage, however, had been done in the tombs of private persons. The suspected thieves were imprisoned and "examined," the examination consisting in beating them with sticks both on their hands and feet until they confessed.¹

In ancient Persia there was a well organized police-supervision over all letters and travellers. At

1. Erman, Life in Ancient Egypt pp. 130-131-132.

all bridges, mountain-passes and many other places, there were regular policemen who examined all letters and cross-questioned all travellers concerning their identity, place of destination and purpose of the journey. This was done largely for the purpose of preventing plots against the government. Persia boasted also of a secret state-police -- called the eyes and ears of the king -- which reported to the ruler the delinquencies of the satraps and minor officials.¹

CHAPTER III.

THE POLICE IN GREECE.

The ephors of Sparta were general overseers, practically masters of the state, including of course, among their high functions also the police-powers. They were police-magistrates and had, to all intents and purposes complete control of the private life of every individual and the work of every state official.²

In accordance with Solon's reform-measures, the Areopagus was given complete control of the police functions, restraining and punishing every noxious violation of public morality, threatening the public welfare and every objectionable attempt of offending a-

1. Weber, Weltgeschichte, vol. 1, pp. 94-95.
2. Curtius History of Greece, Vol. I pp. 223.

gainst public decency or endangering the public peace.¹

Solon issued several police-edicts which may be called sumptuary laws. Attic citizens for instance, were forbidden to engage in trade unworthy of free men as the preparation and sale of unguents and from going beyond the fixed limits put upon luxurious indulgence and gorgeous apparel.²

Under Pisistratus, who was evidently afraid of a crowd, loitering on the streets was forbidden.³

Fugitives from justice always found a right of asylum in temples and on sacred grounds throughout Greece.⁴

After Themistocles had built the Piraeus, there were two large towns in close proximity. And as the seaport grew rapidly and its population was heterogeneous, the establishment of a vigorous police became a necessity. Accordingly the number of officers was increased and in the Piraeus the police was also more specialized. The ordinary policeman -- "astynomi" -- was relieved of all duties relating to commerce, three new classes of officers were appointed, the "agoranomi" who had charge of the market, the "metronomi" who examined weights and measures

1. Idem Vol. I, pp. 357.

2. Curtius, History of Greece I pp. 359-360.

3. Idem p. 385.

4. Idem II p. 6.

and the sitophylases who supervised the corn trade.^o

In Athens there never was a perfect separation between executive and judicial functions. The state-police developed finally into a penal police authority, in virtue of which it had the right to punish offences as they occurred up to a certain degree of penalties. In all questions involving higher penalties the police took only the preliminary steps, which were then reported to the popular assembly for final action.¹

CHAPTER IV.

THE POLICE IN ROME.

In Rome we come into contact with the practically sovereign pater familias, who had power over life and death of his child and who was the supreme lord and master of his household, the members of which being to all intents and purposes destitute of any right whenever he chose to assert his own superior claims.²

The Roman king of historic twilight was the pater familias of the whole state and therefore had almost absolute powers of discipline and an almost unlimited sphere of jurisdiction.³

1. Idem II, 495.

2. Theodore Mommsen, History of Rome, Vol. I pp. 90.

3. Idem p. 97.

^o Curtius, History of Greece II pp. 364-365.

The first Roman officials who took distinctly a police-character were the trackers of murder -- quaestores paricide.¹

The tribunes had the power of stopping particular iniquities and individual instances of crying hardships. As they were the spokesmen of the lower classes, no patrician who was imbued with the traditions of his caste, would ever have thought of invoking their aid.²

The Roman policemen par excellence were the aediles, who at first had but a limited sphere of action. Their duties being in the main of a threefold character, viz., the supervision of the public market, the adjudication of minor cases and the management of public festivals.³

In the cities of the Latin league, there were two aediles who were given charge of the markets, highways and the administration of justice.⁴

In the fifth century B. C. the work of the Roman aediles had increased considerably. There were now four aediles, who divided the city into four police-districts. Their work was now much the same as that of our modern police. They had to supervise the repair of

1. Idem p. 204.
2. Idem p. 358.
3. Idem p. 385.
4. Idem p. 450.

the sewers, to guard public buildings and places, to superintend the cleaning and paving of the streets, to abate public nuisances, as ruinous buildings, dangerous animals or foul smells, to keep the public highway unobstructed by vehicles, to destroy unwholesome articles of food, to suppress false weights and measures, to supervise public baths, taverns and houses of ill fame.¹

The Twelve Tables contain among others the following police laws: "The anointing of dead bodies by persons hired for the purpose is prohibited." Likewise providing it with more than one cushion and more than three purple-edged coverings.²

In Rome it was the general prerogative of every magistrate who exercised jurisdiction to fine offenders against public order. Accordingly by a skilful display of tact and opportune aggressiveness, an office might gradually enlarge its sphere of action. In this way, the censors who were at first officials of rather minor importance eventually became, largely because of their vast police-powers, the most potent Roman magistrates.³

The most important police-powers of the censors

1. Idem p. 571.
2. Idem p. 551.
3. Idem p. 552.

were of a twofold character. They could put taxes on luxuries which were fines in everything but name and they could withdraw political franchises for various offenses as for instance for the commission of an infamous crime, for negligent cultivation of land or for possessing too costly silver-plate.¹

The "tres viri nocturni" or "capitales" were the Roman night-police. They were charged with being especially watchful of fires and the safety of the streets. To them was also assigned the superintendence of public executions, from which duty they seem to have derived certain juristic functions.²

After the empire had been firmly established, we find a praefect assisted by eighteen officers at the head of the Roman police, whose chief duties now were to guard the town against fires, robberies and nocturnal disorders, to take charge of and distribute the public allowance of corn and provisions, to watch the port, aqueducts, sewers, the navigation of the Tiber, and to inspect public as well as private buildings. Constantinople had much the same system as Rome.³

1. Idem p. 551.

2. Idem p. 552.

3. Gibbon, Decline and Fall of the Roman Empire, vol. II
p. 118.

A Roman charged with any crime, even a capital one, might lawfully escape from the consequences of his crime by voluntary exile or by death. Until he had been proved guilty, he was considered innocent and was free from all personal restraint. His withdrawal to any of the allied cities of Italy, Greece or Asia before the votes of the last century-assembly had been counted and declared, nullified all legal responsibilities for his offence or crime.¹

During the fourth and fifth centuries a political police developed both in Italy and in Constantinople. The political police consisted of several hundred agents or messengers whose function had originally been to announce the names of the annual consuls and the edicts or victories of the emperors. Gradually they usurped the privilege of reporting to their imperial masters various matters with respect to the conduct of officials or even private citizens. Very soon their number increased and as official spies, they abused their great and growing powers to their own advantage to such a degree that they became a veritable scourge to the people.²

1. Gibbon, Vol IV, p. 382.

2. Idem pp. 137-138.

Though the torture was used with slaves and provincials, its application was extended more and more during the last few centuries of Roman power, even to Romans and this was especially the case whenever treasonable acts or even treasonable intentions were discovered or suspected. Still the great masses of the Romans were free from this abuse of power, as only the more prominent men had the ability, power and means to conspire against the monarch.¹

The emperor Julian disbanded the numerous army of spies and informers. The singular love of justice of this eminent prince becomes apparent from the counter-question, he gave to one of his overzealous underlings to the question: "Who will ever be found guilty, if it be enough to deny?" "And who" replied Julian, "will ever be innocent, if it be sufficient to affirm?"²

Under Valens, the emperor's legal advisers urged the dangerous doctrine "that in cases of treason, suspicion is equivalent to proof; that the power presupposes the intention of mischief; that the intention is not less criminal than the act; and that a subject no

1. Idem pp. 392-140.

2. Idem p. 244.

longer deserves to live, if his life may threaten the safety or disturb the repose of his sovereign."¹

CHAPTER V.

THE POLICE IN FRANCE.

The police of France was not regularly organized before the establishment of the office of prevost of Paris. Before this, the powers of the police were in the hands of the counts and dukes in the provinces. In the capital the police-functions were exercised by the mayors of the palace, then by the counts and viscounts of Paris. After the death of Othon, the last count of Paris in 1032, his office was suppressed.

Henry I replaced the count by a military magistrate (magistrat d' epee') who took the title prevost of Paris and who was given for his residence the Grand Chatelet, which was at the same time the seat of the most ancient tribunal of justice in Paris. The prevost was given general judicial and police powers, remaining however, at the same time a military officer. For a long time the prevost's jurisdiction extended over practically all France and he was something like a national minister of justice and police. His power was formidable, as he was both judge and policeman and was respons-

ible to nobody but to the king and the parlement of Paris.

The prevost had for his assistants a civil and a criminal lieutenant, also a special lieutenant (lieutenant particulier) who was his secretary and had magisterial rank and finally a criminal lieutenant "de robe courte," who had the same powers as the criminal lieutenant but was under his control. There were further, under the prevost, a number of police-commissioners, at first called commissioners of examination and inquest (commissaires examineurs et enqueteurs) who had certain judicial powers and were charged with the security of the highways. Besides there were numerous bailiffs and senechals who represented the prevost in the Parisian wards and in the royal domains. Moreover the prevost had also under his command the Knight of the Watch, (Chevalier du Guet) the chief of the royal watch, which may be regarded as the real predecessor of the Parisian municipal police.

So great was the power of the prevost, that against him neither privilege, nor extra territorial rights prevailed.

Louis XIV took the civil and legal powers from the police. His edict of March 15th, 1667 abolished the ancient organization and created two new officials with headquarters in the Grand-Châtelet. They had entirely distinct functions. One was a civil officer to whom the title prevost of Paris was given and who had only judicial powers. The other was styled lieutenant general of police and he was given charge of all police duties. The two officials were entirely independent of one another, but to the prevost was given the right of precedence.

By the edict of 1699 lieutenant generals of the police for the provinces were established who had about the same powers as the present police-prefects.

In 1792, both the offices of prevost of Paris and lieutenant generals of police were abolished. During the revolution the police was successively administered by the permanent committee, by the municipal bureau, by various revolutionary committees, by the administrative commission, and finally by the central bureau. The central bureau was abolished at the beginning of the consulate,

and by a law passed the 28th of pluviöse of the year VIII (Feb. 17th, 1800) the prefecture of police was established. This law determined that all police-matters should be in charge of the prefect. A consular decree of a little later date outlined his duties and powers. By a law passed in the year IX (1801) his powers were extended and the whole department of the Seine and the communes of St. Cloud, ~~Levallois~~^{Sevres} and Meudon were placed under his jurisdiction. The police powers exercised by the prefect in virtue of the two revolutionary laws referred to, were confirmed by a law passed in June 1853. In 1859 the powers of the prefect were materially increased by an imperial decree. Among other things, he was given a more extended and thorough supervision over the sewers and the Seine, vehicles, public halls and markets.

The consular decree of the year VIII is still the basis of the jurisdiction and powers of the prefect. The prefect has police-judge powers especially in criminal matters of the same kind and extent as the prefects of departments.

At present the prefect is appointed by the

president of the republic upon recommendation of the minister of the interior. His assistant called general secretary is appointed in the same manner.¹

The administration of the prefecture of police is divided into five departments:

- I. Central Administration.
- II. Management of the Municipal Police.
- III. Department of Investigation.
- IV. Department of General Control.
- V. Police Stations.

The central administration department comprises five divisions:

1. The Cabinet Division.
2. The General Office.
3. The First Division.
4. The Second Division and the Divisional Inspection of public halls, markets and abattoirs.

5. The Divisional Inspection of traffic and vehicles. The cabinet division consists of two bureaus. The first is of a political character and has to guard the general security, the second supervises incidental

1. La Police, Extrait du Droit Administratif. I Aout 1905, Paris Dupont, Editeur, pp. 48-49-50.

events of a more or less public character, as public fêtes, balls, reunions, theatrical performances and café concerts.

The general office engages the personnel of the force, keeps the accounts, has charge of the police funds, the police archives and also the chemical laboratory.

The five bureaus of the "first division" discharge the prefect's judicial functions in so far as arrest of criminals is concerned, control the prostitutes, take charge of the prison-hospitals, strangers, children that receive public assistance and infants that have been given in charge of wet nurses.

The two bureaus of the "second division" have practically the same functions as our American health-departments, and the functions of the divisional inspection of traffic and vehicles are self-explanatory.

The second department manages the municipal police. It was not till 1829 that Paris could claim to have an effective municipal police. They were called "sergents de ville" and were displaced in 1848 by the Parisian guards. Re-established in 1849, they were re-

organized in 1871. In 1893 they were placed under the department called "La direction de la police municipale." At present (1905) the personnel of the Paris force consists of:

a.	One "directeur".....	1
b.	One sub-director.....	1
c.	One chief.....	1
d.	One sub-chief.....	1
e.	One sub-chief of bureaus.....	1
f.	Four commissioners of divisions.....	4
g.	25 peace officers(officiers de paix)....	25
h.	28 principal inspectors.....	28
i.	80 sergeants (brigadiers).....	80
j.	880 sub-sergeants.....	800
k.	7000 patrolmen(gardiens de paix).....	7000
	In all.....	8022.

The department of investigation was established in 1894. The general security service, the mounted police, the three investigation divisions, the supervision of lodgings (le service mixte des garnis) and sleeping quarters and the establishment of judicial identity comprises its work.

The fourth department called the department of general control was established in 1854. It is charged with the superintendence of the active police-force and is managed by the controller-general of the prefecture of police, assisted by one police-commissioner, two secretaries, one principal inspector, numerous sergeants, subsergeants and ordinary inspectors.

The fifth department supervises and manages the 78 police-stations of the city and the 26 in the communes of the department of the Seine. The office-force of each police-station consists as a rule of a police commissioner, a secretary and one or two inspectors.¹

The Paris police seems to be well organized and does no doubt creditable work. But compared with some of the German systems it does not seem to be quite up to date in the way of organization and efficiency of work.

CHAPTER VI.

POLICE IN GERMANY.

The best type of the German police is the police of Berlin. Up to the year 1809 the police-administration had been closely connected with the general municipal government. A police-board consisting

1. Idem pp. 50-51.

of several municipal councillors and the president of the municipality (Stadt president, Erster Bürgermeister) had been established as early as 1742. In this organization the chief of police (Polizeidirektor) was the president of the municipality.

With the introduction, however, of the general municipal code (Städterecht) in 1808, the police was definitely separated from the municipal administration. By the royal decree of 1809 the office of police-president was established and in a decree of the year following the detailed organization of the police-department was ordered. The new police-president was put under the orders of the ministers of state and was given supreme authority over police-matters. Four bureaus were established, a general office-bureau, a bureau for strangers, a bureau for the control of citizens, and the bureau of the public security police.

At first the jurisdiction of the Berlin force was strictly confined to the city of Berlin, but very soon it was extended to a number of nearby villages and towns.

In 1816 the police-administration was again put

under a police-board, headed by the former police-president, but as the board did not prove to be as efficient as had been anticipated and also for economic reasons, it was abolished in 1822, and the police-president again became sole responsible manager of the Berlin police.

At the same time it was found to be advisable to establish the office of a royal police-president, and the new office was united with the Berlin office and the Berlin chief of police became the head of the whole Prussian police-system.

For executive purposes Berlin was divided into 22 police-districts, each of which was put under the control of a police-commissioner (Revier- Polizeikommissar). Four police-inspectors supervised the police in the districts and managed the street-police, the river-police, the building-inspection police, the poor-police, the morality-police (Sittenpolizei), the medicinal police, etc.

The personnel of the lower executive officials consisted of:

- a. Mounted police sergeants.....5.

- b. District sergeants.....26.
- c. A number of "gendarmen", night-watch
masters and night watchmen.

For special purposes of the executive service there were:

- a. Commissioners of crime.....3.
- b. Marketmasters.....4.
- c. Market sergeants.....9.

In 1850 a number of reforms were introduced. The organization was unified as much as possible and one or two dispensable bureaus were abolished. At the same time there was introduced a series of divisions (Abteilungen), which are largely still in existence to-day. The first division was the general police-office, the second dealt with local police-matters, the third with penalties and civil (non-military) law, the fourth with public security, crimes and morality and the fifth with transients, strangers and pass-ports.

A few minor changes were made up to 1848. In that year, because of the revolutionary tendencies of the time, it was found that the existing police-force was in-

adequate to deal with the prevailing lawlessness of the city. The citizen-militia (Bürgerwehr) which had been established in that memorable year was equally unable to do so.

Reform, reorganization and enlargement of the force became imperative and the London constabulary was taken as a working-model. In accordance with the edict of June 23, 1848 the existing uniformed so-called executive police was abolished and its place was taken by security-guards (Schutzmannschaft), consisting of one colonel, five captains, two hundred sergeants, and 1800 guards, forty of which were mounted.

The new police had something of a civil (non-military) character. The men were selected from Berlin citizens by the police-president, who, however, was obliged to pay attention to the recommendations of the municipal officials. But as many inefficient men had been employed, the character of the force was changed along more military lines and the members of the force from the highest officials to the patrolmen of the force were exclusively selected from men, having served in the

army. In place of the police-commissioners who had charge of the (now thirty-six) police districts, police-lieutenants were put.

In the next two, three decades few changes were made. Some bureaus were enlarged, others abolished and some combined. Various other simplifications took place, the general tendency being maximum of efficiency with minimum of cost.

After 1870 some efforts were made to municipalize the police. At present (1902) the street-making police (Strassenbau-polizei) and the school-police are strictly municipal, and take orders only from the city-government. The rest of the police is a state-force under the command of the police-president, who also controls the police of Charlottenburg, Schöneberg and Rixdorf and to some extent that of the two circles (Kreise) Nieder-Barnim and Teltow.

The Berlin police-department is now (1902) managed and supervised by seven divisions (Abteilungen), designated by Roman numerals.

Division I consists of twenty-one high admin-

istrative police-officials and has charge of "regiminelle Befugnisse" that is to say of matters given to the police by the Prussian government as:

- a. Matters of constitutional import,
 1. Taking the oath of allegiance.
- b. Extradition of criminals.
- c. Publication of laws, edicts, etc.
- d. Jewish Affairs (Judenangelegenheiten).
- e. Agricultural Affairs.
- f. Government Statistics.
- g. Ownerless property.
- h. Administ. of poor-relief.

Division IIA consisting of fifteen officials deals principally with sanitation, veterinary matters, social-political affairs, as well as with associations (Vereine), lotteries and local poor-relief. The royal sanitation commission and its executive committee, though independent of the division cooperates with it.

Division IIB embraces the state police and local police-affairs and is conducted by eleven officials.

Division III has the supervision of the local

building-police (Baupolizei) and consists of five officials.

Division IV has three subdivisions:

- a. the general security-police (allgemeine Sicherheitspolizei).
- b. the criminal police (Kriminalpolizei).
- c. the morality police (Sittenpolizei).

The general security-police is in the hands of five police-councillors (Polizeiräten).

The criminal-police is controlled by one police-councillor and has five bureaus:

- a. A I)
- b. A II) deal with practically all local crimes and offences.
- c. B I)
- d. B II) deal exclusively with the pursuit of habitual criminals.
- e. C deals with such crimes as require for their

successful police-treatment special knowledge.

At the head of each bureau is a criminal-inspector (Kriminalinspektor). The five inspectors are assisted by commissioners of crime (KriminalKommissäre).

The morality-police (Sittenpolizei) is managed

by one inspector and a commissioner.

Division V, consisting of seven officials and deals with strangers, transients and pass-ports.

Division VI in charge of five officials performs the punitive duties (Strafrecht) of the police. If no appeal is taken, the police has the right to inflict or determine the following punishments:

a. Moderate corporal punishment of beggars, drivers (Fuhrknechte), street-urchins and similar persons of the lowest classes (gemeinsten Standes). Maximum of twenty lashes.

b. Imprisonment up to two weeks.

c. Fines up to 120 marks.

d. Confiscation of prohibited articles up to the value of 120 marks.

e. Driving out of Berlin of strangers and vagrants.

f. Imprisonment of beggars and loafers,

(Arbeitsscheide) up to six months

Division VII consisting of five officials supervises the higher police-officials, the press and political associations (politische Vereine).

The police-president has also under his control the arbitration court for workingmen's insurance (Schiedsgericht für Arbeiterversicherung).

In addition to the above there are likewise the following bureaus under the jurisdiction of the police-president:

1. The police-treasury (Polizeihaupkasse)..
13 officials.
2. The registration-office (Wohnungsmeldeamt)..
138 officials.
3. The police-president's bureau...18 officials.

Exclusive of the higher officials the Berlin police-department has the following office-force:

- | | |
|-----------------------------|------------|
| a. Police-secretaries..... | 234. |
| b. Technical officials..... | 15. |
| c. Registration Bureau..... | 138. |
| d. Clerks (Kanzlisten)..... | 36. |
| e. Assistant-Clerks..... | 98. |
| f. Messengers..... | 100. |
| g. Copyists..... | <u>21.</u> |
| In all..... | 642. |

The department has the following local technical officials:

a. Circle-physicians (Kreisärzte).....	13.
b. Court-physicians (Gerichtsärzte).....	4.
c. Circle-veterinaries.....	5.
d. Police-veterinaries.....	11.
e. Assistant police veterinaries.....	9
f. Building inspectors.....	11
g. Architects.....	11
h. Industrial inspectors.....	5
i. Assistant indust. inspectors.....	5
j. Female assistant industrial inspectors.....	<u>2</u>
In all.....	76

The effective police force under orders of the police-president consists of:

a. Police-colonel.....	1
b. Police-majors.....	3
c. Police-captains.....	19
d. Police-lieutenants.....	193
e. Police-sergeants (on foot).....	412
f. Police-sergeants (mounted).....	18

g. Patrolmen (on foot).....	4808
h. Patrolmen (mounted).....	<u>.220</u>
Total force.....	5674

The criminal and morality police consists of:

a. Inspectors of crime (Kriminalinspektoren).....	6
b. Commissioners of crime (Kriminal Kommissare).	39
c. Sergeants of crime (Kriminalwachtmeister)....	34
d. Patrolmen of crime (Kriminalschutzmänner)...	301
e. District sergeants of crime (Revier Kriminal- wachten).	102
f. District patrolmen of crime.....	102
g. Suburban commissioner.....	1
h. Suburban sergeants	7
i. Suburban patrolmen.....	<u>.27</u>
Total.....	619

Division VII controlling the higher police-officials, the press, and political associations has the following force under its control:

a. Police-councillor.....	1
b. Police-commissioners.....	10
c. Sergeants.....	10

d. Patrolmen.....	<u>123</u>
Total.....	144

Recapitulation.

1. Office force-642(exclusive of higher officials) ⁶⁴²	
2. Technical officials.....	76.
3. General police-force.....	5674.
4. Criminal & morality police.....	619.
5. Administrative, press & politics.....	<u>144.</u>
Grand Total.....	7155

It may be interesting to note what impression the Berlin police makes upon an American or Englishman. Says an American tourist: "One of the first discoveries made by an American or an Englishman in Berlin is that the city is too much governed. The military system has so permeated Germany, that the natives are accustomed to being continually controlled and directed, like so many children, but such petty interference is intensely annoying to one who is used to think for himself. To begin with it is irksome to have to furnish such detailed information relating to one's immediate ancestors, business, religious belief, etc. The trouble with the Ber-

1. Dritter Verwaltungsbericht des Berliner Polizei Präsidiums, Berlin 1902.

lin police is that they interfere so often when unnecessary. One policeman sent back a friend of mine who was in tennis flannels, and told him to go home and dress, hinting that he had forgotten to perform that operation."

What the American has said so far is evidently a true and candid opinion, but what he goes on to say must be taken with reservation. He intimates namely, that the Berlin police rarely succeeds in regulating the street-traffic, that they let things get into confusion and then begin to rave and storm. He says that a Belgian writer who says that the people and police of Berlin are the best of friends, says what is not true. In support of this last statement he says, that whenever there is a dispute between the police and a wrong-doer, the crowd is invariably against the police and that the police is overbearing and tyrannical and is against every man and in consequence every man is against the police.

And then in conclusion, evidently thinking of New York, Chicago and San Francisco he says: "I never yet knew any one who succeeded in bribing them."¹

1. Nation, 59:140.

CHAPTER VII.

THE POLICE IN ENGLAND.

Although the English police is neither as specialized nor as well organized as the German, it nevertheless served in 1848 as a model to the Berlin system. If we take into consideration the fact that from the original Decennary or Frank pledge of the Saxons until 1829 there was practically one and the same historic police organization throughout the whole kingdom in country and city, the progress of the British police is remarkable.¹

The Saxon Frank pledge was essentially the common responsibility of the tithing or the hundred for the maintenance of the general peace which came to be called the king's peace as the royal power gained the upper hand over the feudal vassals.²

The "hue and cry" was also pre-Norman and was not abolished until the Tudor period.³

The first English law of any consequence which refers to police-matters is the statute of Winchester (1285) passed under Edward I. The statute provided that every man was to hold himself in readiness to serve the king at home, and every district was made responsible for the crimes committed within its jurisdiction. Every cit-

1... Edinburgh Review 96:1.

2. Stubbs i 94, 121, 299.

3. Lee, History of Police in England 54.

izen was to have armor according to his condition and was to keep the peace. In every hundred and franchise two constables were to be chosen who were to examine the armor twice a year. The constables "shall present before justices assigned such defaults as they do see in the county, about armour and of the suits, and of watches and of highways, and also shall present all such as do lodge strangers in uplandish towns, for whom they will not answer...If any will not obey the arrest, the officers shall levy the hue and cry upon them, and such as keep the watch shall follow with hue and cry, with all the town and towns near, and so hue and cry shall be made from town to town until that they be taken and delivered to the sheriff."¹ That a police-force of some sort was urgently needed in these early days is evident from another provision of the same law: "And further it is commanded that highways leading from one market-town to another, shall be enlarged so that there be neither dyke, tree, nor bush, whereby a man may lurk to do hurt, within two hundred foot of the one side and two hundred foot of the other side of the way."¹

1. Stubbs, Select Charters 472-474. 13 Ed. I St 2, c6.

There is no doubt that the statute brought relief to the country districts and small towns. But as in the course of time large cities arose in England there was a lamentable lack of police-protection. In 1685 the difficulties of passing from one part of London to another became almost insupportable. "Thieves and robbers plied their trade with impunity, yet they were hardly so terrible to peaceable citizens as another class of ruffians. It was a favorite amusement of dissolute young gentlemen to swagger by night about town, breaking windows, upsetting sedans, beating quiet men and offering rude caresses to pretty women...The machinery for keeping the peace was utterly contemptible. There was an Act of Common Council which provided that more than a thousand watchmen should be constantly on the alert in the city, from sunset to sunrise, and that every inhabitant should take his turn of duty. But this act was negligently executed. Few of those that were summoned left their homes; and those few generally found it more agreeable to tipple in the ale-houses than to pass the streets." Towards the close of the reign of Charles II,

the streets of London began to be lighted, one light before every tenth door. This of course made the streets much safer. Still there were quarters in London, notably White Friars, which had certain legal immunities for debtors where "even the warrants of the Chief Justice of England could not be executed without the help of a company of musketeers."¹

In 1692 London was kept in alarm and terror by a gang of housebreakers who stole plate and jewels from the nobles and money and goods from the shop-keepers.

The country-roads were equally unsafe. "At this time a journey through the wealthiest and most populous shires of England was as dangerous as a pilgrimage across the deserts of Arabia."²

Toward the close of William the Third's reign, the highwaymen became so bold, that on one occasion the king and the French ambassador on their way to Windsor, were only left unmolested, because they were accompanied by a strong escort. "The civil power was unable to deal with this frightful evil. It was necessary that during some time, cavalry should patrol every evening

1. Macaulay, History of England I 329-331.
2. Idem IV 368.

on the roads near the boundary of Middlesex and Essex."¹

The justice and constable system rested upon two principles, which were that it was a local system and that it was gratuitous. The central government had practically no jurisdiction over the constables, who for this very reason soon became men automatons, performing their work in a perfunctory manner. The gratuitous principle was likewise unsound, for no good service could be expected of a force serving for the most part without pay.²

The absurdities of this mediaeval system did not become noticeable, as long as England was essentially an agricultural country, but as soon as commerce and manufacturing developed and large, populous cities arose, it was found that the police system was entirely inadequate. The administration of justice, formerly an honor cherished by the county-gentry now became toilsome and the better classes gradually withdrew from judicial work. Their places were supplied by the so-called "trading justices," men of low grade, with little or no qualifications, who took up the judicial calling for the sake of the money that could be earned in it. They man-

1. Idem V 346.

2. Edinburgh Review 96:1

ifested a shameful rapacity in exacting money and the poor, who could not buy justice were practically compelled to do without it.¹

The first reform in the judicial and police system was the establishment of the Bow Street Tribunal. In the middle of the eighteenth century a responsible presiding magistrate with a salary was appointed. The improvement was so remarkable that the court attracted business from all quarters and even the constables attached to the court, manifested a progressive spirit and displayed a sagacity hitherto unheard of in constables, developing gradually remarkable skill in the detection of crime¹

The second step in advance was taken in 1792 by the Middlesex Justices Bill by which seven additional police-offices of the metropolis were established, each presided over by a paid magistrate, who was required to be in daily attendance and who was responsible to the secretary of state.¹

That the police-conditions were still deplorable is evident from the Townsend testimony before a Parliament. *Edinburgh Review* 96:1

amentary Committee, which describes police-affairs as far back as 1780. The police was as a rule feeble, non-efficient and corrupt. "Impecunious innocence could hope for neither justice nor protection." The London police was a mystery to most people. It acted as from an impenetrable veil. There was also no check ^{to} ~~in~~ its proceedings. Neither press nor public opinion took it to task for its shortcomings. It was a positive scandal that the magistrates and other officials found it to their interests to procure as many convictions as possible, because of their very poor pay. The London police of about the year 1800 was very corrupt. Periodically the streets were swept of vagrants, put into jail and then bailed out for a mere bagatelle, the aggregate sum obtained in this way being very considerable. Vaughan, one of the most trusted officers of the London Corporation was in collusion with criminals and informers. There were veteran thief catchers who made a trade of convicting innocent men and women for the sake of rewards that had been offered. The rank and file of the parochial watchmen was aged and decrepit and went by the name of

"Charleys." The watchmen detailed to track criminals were the red waist-coated so called Bow Street runners, who were "frequently venal and always very much their own masters. Dr. Colquhoun confirms Townsend's evidence and deplores deeply the organization of crime in London. He speaks of gangs of "light-horsemen," "heavy horsemen" and "game lightermen" who were specialists in the plundering of ships, and he says that police-conditions were such that every possible facility and encouragement were given to felons, thieves and burglars.¹

The third step forward was the extension of summary jurisdiction in principle at least of the police magistrates over "reputed thieves!" Though Fox opposed the measure it passed. This was really the entering wedge of modern English police jurisdiction, for by virtue of it police-magistrates were not compelled to observe the venerable, time-honored usages in regard to arrest and imprisonment as far as reputed thieves were concerned. Because of extraordinary outbreaks of crime parliamentary committees of inquiry were appointed in 1772, 1793, 1812, 1816, 1818 and 1822. But nothing

1. Blackwood's Mag. 140:594.

of any note was done. Up to 1822 the great obstacle of police-reform was the cry of personal liberty. Said one committee that improvement in the police and the facilities of detecting crime are desirable "if abstractly considered, they are irreconcilable with perfect freedom of action and exemption from interference."

In the beginning of the 19th century some of the watch-houses instead of being a terror to criminals, were frequently turned into brothels and receiving houses for stolen goods. One constable apprehended an offender, drew the brief for the defence, was the principal witness on the part of the prosecution, and was afterwards called on to speak on behalf of the prisoner's character. Some of the conditions were so absurd that it is a matter of surprise to us that they were endured for so long a time. The warrants of city-magistrates had no force in the county, and those of county-magistrates none in the city. The constable had to stop at every corner to procure fresh authority or new credentials. "Criminals could hardly be caught, except through extraordinary inactivity on their part, if not through pure good

nature." In Westminster the watch in every parish was under a different commission, so that often the watchman on one side of the street could not assist the watchman on the opposite side, because he was in another parish. In some parishes, there was no watch at all. "It was admitted that a stranger could only have accounted for the existing arrangements by supposing they had been devised by the thieves for their own encouragement and safety."

The next step in advance took place just about the beginning of the nineteenth century and was the establishment of the Bow Street Foot Patrol by Sir John Fielding, which patrolled about four miles on the roads leading from London. In 1805 the new patrol system was extended by the formation of the Bow Street Horse Patrol which patrolled the roads for about 16 to 20 miles. The officers were under the supervision of the Bow Street magistrate and were for this reason comparatively effecient.¹

That in spite of all these various improvements, little or no change for the better had been

1. Edinburgh Review 96:1

brought about is evident from what Police Magistrate Fielding testified in 1817 before a Parliamentary Committee. Said he, that considering the daring character and number of profligate and experienced depredators, the general tranquillity is miraculous, that the thieves were organized into day-thieves, night-thieves, and "hustlers of passengers" and that the so-called flash-houses where well known thieves with the full knowledge of the police assembled until the state or individual bid high enough for their detection, seemed to be necessary parts of the police system.¹

Duck-hunting, bull-baiting, dog-fighting and bullock-hunting were ordinary Sunday diversions. Said another witness before the same committee: "There is a regular pay system. Half of our old police have received more money from the old thieves they have suffered to remain, than they have for their services to the public. Whenever I go into the city, I see old thieves, I have seen for many years, and they are never brought to justice by the police, but by private individuals who have suffered from their lawlessness."²

1. Idem 66:358

2. Edinburgh Review 66:358.

About this time, it became apparent that the Thames needed rigorous police supervision and accordingly a river-police was established. In 1821 Lord Sidmouth introduced a system of street-patrol during dusk and so far into the night as people might move about. During the day the thieves had practically things their own way for another year, when Mr. Peel established the Bow Street Day Patrol.¹

Still all this was not enough, something more effective had to be devised, for there was an alarming increase in crime, especially among the young of London, and the belief generally gained ground that the whole existing police-system of London ought to be struck to the ground, as no human being had any confidence in it.²

At last in view of the disorganized state of the London police, the notoriously inefficient character of its members and the alarming crimes against property, a Parliamentary commission of which Robert Peel was chairman recommended in 1828 a central responsible police *the control of the central government to which every* under parochial authority should be directly amenable.³

1. Edinburgh Review 96:1
2. Quarterly Review 37:489.
3. Edinburgh Review 48:411

Accordingly in the year following the famous bill became a law. In accordance with its provisions the old parochial organizations for police purposes were abolished. The whole constabulary force of London with the exception of the constables of the palace, the police of the "City," the horse-patrol and Thames police was put under two commissioners appointed by the crown.¹

The principle of the old system had been, as we have seen, gratuitous service under local control, under this act a new principle came in, paid service under central control.

The new metropolitan police aroused much opposition. It was said that it formed one of the greatest inroads on the principles and practice of the ~~British~~ ^{British} Constitution that modern times had witnessed. The feeling in London was intensely hostile. It was held that the new police system could be perverted "into an engine of the most improper and dangerous character, that the fathers had believed in keeping physical force as much as possible out of the hands of the executive, that the police-officer was really a soldier in disguise, in some

1. 10 Geo. IV c 44.

respects more dangerous, that certain police-duties were of the most detestable character, that the policeman was a general spy, a....tool of corruption to the ministry that could readily disperse assemblies and drag any person before a magistrate on imaginary charges."¹ How bitter the opposition to the new police was appears also from the verdict of justifiable homicide rendered in a coroner's inquest upon the body of a policeman killed in a riot.²

The popular clamor against the new police induced parliament to investigate the same and three committees of the Commons approved of the work done by the police and found nothing to condemn but much to praise in its general condition.²

In 1834 the municipal improvement act was passed which authorized the formation of similarly organized bodies of police in all corporate towns. In 1839 the entire constabulary of London was put under the metropolitan police. In the same year the county police was authorized, but was put under the control of the county magistracy.²

1. Blackwood Magazine 29:82.
2. Edinburgh Review 96:1

The Act of 1839 practically defined the jurisdiction of the metropolitan police. It ordained that all summonses and warrants in criminal proceedings should be executed by the metropolitan police, and that the police should have jurisdiction over street-fairs, public houses, unlicensed theatres, bear-baiting, cock-fighting and gaming houses. The regulation of traffic, the abatement of nuisances and the removal of public obstructions was likewise put into their hands. In addition to this a number of summary powers were conferred. The same act provided also for a penalty of £5 or one month's imprisonment for assaulting a metropolitan police-officer. And it authorized the establishment of a superannuation fund.¹

In regard to the expenses necessary for the maintenance of the police a decided change has taken place, in shifting the burden from the locality upon the state. From 1829 to about 1856 the state paid about one fourth of the cost, from 1856 to 1868 about one half and from that year up to date about three fourths.²

In 1839 the counties established paid con-

1. 2 & 3 Vict. c 47.

2. Edinburgh Review 96:1; 31 & 32 Vict. c. 67.

stabularies and in 1888 upon the creation of county councils, the police of each administrative county (except London) was placed under a standing joint committee consisting of an equal number of justices and of members of the county council, the former being appointed by the court of quarter sessions, the latter by the county-council.¹

At the present time--Dec. 31, 1905--London has the following force:

Constables.....	14,394.
Sergeants.....	2,239.
Inspectors.....	546.
Superintendents.....	<u>31.</u>
Total.....	17,210.

Of these 5 superintendents, 50 inspectors, 228 sergeants and 1614 constables are employed and paid for by various government departments, public companies and private individuals, leaving a total force of 15,313 available for municipal purposes. The police area of the city is 699.42 square miles and the mean rateable value for metropolitan police purposes is £50,959,879 but an

1. Britannica XIX 332.

insignificant fraction of the enormous actual value.

The police rate is nine pence in the pound and the pay of the force amounts to £1,483,676.

Over and above the ordinary duties of American policemen, the London police has the power to grant licenses to peddlars, chimney-sweepers, messengers and shoe-blacks. To judge from the police-publications, there seems to be little headway made in London in the way of specialized police.¹

In this respect Liverpool is far ahead of the metropolis. Of a force of 1967, Liverpool has 708 policemen who may well be called special police. 386 for instance have charge of the docks, 60 devote themselves exclusively to clerical, telephone, messenger--and porter-duties, 64 have charge of prisoners and prison records, 18 tend to the police courts and serve summonses, 4 to the coroner's court, 9 supervise hackney-coaches, 4 porters, 6 devote their whole time to the supervision and carrying-out of the Liverpool Fire Prevention Act, 10 to the Reformatory and street-trading, 62 are mounted and take special charge of transportation, 7 are in the po-

1. Report, Commissioner of Police of the Metropolis for 1905.

lice-stores and 1 is at the board of trade office. Only one half of the total cost of the force is contributed by the central government.¹

Edinburgh has a force of 605 men, of whom there are 487 constables, 4 police-matrons and 15 detectives. The cost is £50,499 for salaries and £2,054 for clothing, making the average cost per constable £85 and 15 shillings for pay and £88, 17 shillings and 2 pence for pay and clothing. The rateable value of the city is £2,751,992 and the assessment in the pound for police purposes is 2.822 pence.²

To foreigners, especially people from the continent of Europe, the English, but above all the London police seems to be the best in the world. Men as different as Louis Blanc, Garibaldi and the late Shah of Persia have expressed themselves to this effect. The foreign political refugee is delighted with a police which knows little or nothing of surveillance, whose system of "sweatboxing" is mildness itself, compared to continental methods, and who never interfere with free speech or the freedom of the press. It must be admitted however that this admiration

1. Report, Police Establishment, Liverpool for 1905.
2. Report, Police Establishment, Edinburgh for 1905.

is not due so much to the excellence of the English police as to the liberal and advanced political conditions of England.¹

A Frenchman in touch with the Paris police says: "I have often heard the English police extolled to the detriment of ours. This is a mere joke, nothing more. The English police...implicitly recognizes its inferiority and very often applies to our police for advice."²

CHAPTER VIII.

THE POLICE IN ENGLISH COLONIES.

A few words with reference to the police in one or two English colonies will not come amiss in this connection. Perhaps the most picturesque and at the same time most efficient colonial police is the Mounted police of Canada. Composed of men of all nationalities and all social grades, it is unique in its character and marvellously effective in its work. The mounted police of the Canadian Northwest was founded in 1873. At that time 150 men were sworn in, in Manitoba. At present there are no less than a thousand men, and this force guards the territory stretching from the Great Lakes to the Rockies and from the U. S. frontier to the Arctic Ocean. The

1. Conhill Magazine 44:421.

2. Ducamp, Paris, Les Organes, ses Fonctions etsa Vie: III 130.

ordinary constable gets only from 50 to 75 cents, the corporal 85, the duty-sergeant one dollar and the staff-sergeant \$1.25 a day. If we consider the fact that a white man can go unarmed and alone through this vast territory, inhabited by Indians, who still know how to scalp, trappers, adventurers of all sorts, miners from all points of the compass and thousands of new agricultural settlers, we can hardly refrain from enthusiastic admiration of this splendid body of men.¹

In India there is a special police, at strange variance with English traditions and established and maintained in spite of strenuous parliamentary objection. The ordinary police in India is inefficient, there are few men physically and intellectually capable of doing police-work. The village watchmen, of whom there are 160,000 in Bengal alone, are ill selected and not trained. Such a police and English freedom do not agree with one another. As no passports are required, murderers and cut-throats wander from one end of the country to the other, ply their bloody trade, and skillfully hide the traces of their crime. So ingenious is the Oriental

1. Canadian Mag. 14:362.

mind in these matters that English methods bring practically no results. Therefore very early the necessity arose for a police adopted to Hindoo conditions. And it was Warren Hastings who took the first step in this direction, the system being completed by Col. Sleeman.

The members of the force are men that have forfeited their lives. They are not executed upon the solemn promise of serving the government for the rest of their lives. The veracity and reliability of the "approvers," as they are called is thoroughly tested. This force is freed from the ordinary restraints and checks of English law and traditions and is responsible only to the supreme government. It is permitted to retain prisoners any length of time, bring them to any part of India, "worm the truth out of them by any means short of torture," and if advisable make approvers of them.¹

New South Wales has a state police under the command of an inspector general, who reports to the State Under Secretary. The whole state-force consists of 2413 men and may be divided into five classes:

1. Edinburgh Review 66:33.

1. General Police.....2207.
2. Detectives.....23.
3. Water Police.....32.
4. Traffic Police.....81.
5. Trackers.....70.

The Total for the Sidney police is 997, leaving 1416 for the rest of the state. The inspector general complains of the ever increasing duties "imposed upon the police relating to matters entirely foreign to their legitimate functions." The government of the state utilizes the police as inspectors, agents, crown land bailiffs, collectors, receivers and distributors of the public moneys, etc.¹

CHAPTER IX.

AMERICAN POLICE.

The American police development followed in the main English precedents. Before 1857 the New York police was an opprobrium to civilization. The men wore no uniform, having only a badge or silver star as a symbol of office. They could not possibly render good service, as they were at the mercy of a horde of office-seekers. In 1857 a metropolitan police district was established,

1. New South Wales Police Dept. Report 1905.

including New York City, Brooklyn and the adjacent territory and put under a state commission appointed by the governor.¹

By the act of 1888 four commissioners were appointed by the mayor for six years with a salary of \$5000.00. They were only removable for cause by the mayor with the concurrence of the governor. By mutual agreement between the two great parties, two commissioners were always republican and two democratic. No doubt this fact prevented much ill-feeling, as the commissioners were the authorities for making election arrangements and examining election returns.

One of the commissioners had charge of the discipline of the force, another of buildings, construction and repairs, the third was the treasurer and the fourth the chairman of the board of trustees of the police pension fund.²

The requirements for admission to the force were and still are in the main the following:

Age.....21 to 30 years.

Citizen..... 1 year.

1. Contemporary Review 53:214.
2. Idem 53:214.

Resident in New York State.....one year.

Ability to read and write intelligently

Freedom from all taint of crime.

Good moral character and habits.

Height 5 ft. 7 1/2 in. Weight 138 lbs.¹

A few years ago, the board of police commissioners was abolished and the whole force was put under one commissioner.² The detective bureau as now constituted was established by Byrnes in 1882. In 1885 New York had 2933 men and in 1886 3433.³

The present (1906) force in detail is as follows:

Inspectors, 16; surgeons, 23; captains, 85; sergeants, 411; detective sergeants, 251; roundsmen, 578; patrolmen, 7135; doormen, 186; matrons, 69; Superintendent of telegraph, 1; assistant superintendents, 2; line-men, 7; boiler inspectors, 2. Total, 8766.⁴

In 1885 the cost was \$3,679,421.⁵ In 1906 the maintenance of the department amounted to almost \$12,000,000.⁶

The New York police has been described by several writers as the worst in America.⁷

1. Contemporary Review 53:214.
2. Report of the Police Commissioner of New York 1906.
3. Harper's Monthly 74:495.
4. Report of Police Commissioner of New York 1906 p. 3
5. Harpers Monthly 74:445.
6. Report of Police Commissioner 1906, p. 59
7. Hodder: Saving the City, Cosmopolitan 1905, 1906:
Confessions of Detective Flynt, an itinerant policeman.

We have seen that the London police before 1829 was about as corrupt as possible. There is very little to be proud of in a comparison of the two records. The New York police was perhaps a little more skilfull and much more successful in getting loot, otherwise the records are not so very different. Roosevelt who was president of the police-board freely confesses its short comings and corruption. He considered it the chief centre of municipal corruption, and tells us with amazing frankness, that all promotions and appointments were sold with cynical openess for money, the schedule having been \$200 to \$300 for the position of patrolman and \$12000 to \$15000 for that of the captain. He tells us of the blackmail levied by the police from gamblers, liquor-sellers, keepers of disorderly houses, and even timid respectable people. And he considers the republican commissioners just as bad as their democratic colleagues.

Roosevelt deplores the shortcomings of the New York police law which provided for four mutually independent commissioners, each one of whom could veto the actions of his colleagues and for a chief of police who

in certain essential matters was practically independent.

The difficulties Roosevelt met in enforcing the laws and ordinances are simply astounding. The two most serious were the systematic effort of the Tammany officials to excite public hostility against the police and the attacks upon both commissioners and police by sensational newspapers.¹

There is no general state law regulating the police of New York state, the organization and regulation of the police in the cities and villages being governed by special statutes.²

Chicago the second city of the Union, has a police-department that has been organized and managed by the Act of 1872, in which the city-council was practically given supreme power to regulate the police and enforce police ordinances. The department is therefore purely municipal. At its head is a general superintendent appointed for two years by the mayor with the consent of the council. There are five police-divisions, fifteen districts and forty-four precincts. Each division is under the command of an inspector, each district under

1. Atlantic Monthly 80:289.

2. Forum 27:278.

that of a captain and each precinct under that of a lieutenant.

By the Act of 1895 all police-officials except the general superintendent were put under Civil Service Law. The qualifications for applicants in Chicago are peculiar. The physical qualifications are given a "weight" of two and the mental a "weight" of one. In the list of mental qualifications we find the following subjects with the "weights" given to each: Spelling 1; penmanship 1; arithmetic 1; duties 6; and city-information 1. The fact that the assistant superintendent and two inspectors are republican, while the administration (1906) is democratic seems to show that an honest attempt is made to keep the police out of politics.

Chicago has 2806 miles of streets and 1381 miles of alleys. Accordingly about 3.2 miles of streets are in charge of the average policeman. The total cost of the police in 1903 was \$3,569,477.77 or \$1.90 per capita.¹

Strange to say the force has numerically de-

1. Ann. Am. Acad. 24:581.

creased from 2726 in 1892 to 2590 in 1905, though there was an increase of population between these two dates of 581, 958.¹

The department seems to be well organized and remarkably well specialized. Moreover it seems to have some unique features worthy of mention. For instance, a special bureau of records in charge of two men was organized in 1905, in which daily reports from all precincts and monthly reports from the Bureau of Identification, Municipal Lodging House, Chief Operator, Superintendent of Horses, Bureau of Vehicle Inspection, Feed Inspector and from the eighteen officers detailed with the juvenile court are received, arranged and filed. The state's attorney and the fourteen police courts also send daily reports. Moreover the bureau uses the card system for suspects, unknown dead bodies, missing persons, accidents and miscellaneous police happenings.

The Municipal Lodging House founded in 1903 is another unique feature full of promise. During the year 1905 it did the following work:

Lodgings given.....14,225.

1. Report of Gen. Superintendent of Chicago police for 1905, p. 9.

Meals served.....	28,707
Situations supplied.....	4,960
Sent to county agent.....	193
Sent to county hospitals.....	100
Sent to bureau of charities.....	65
Sent to dispensary.....	972
Vaccinated.....	257
Rejected applicants--because not indigent...	34.

The establishment of a murder bureau in connection with the Assistant Gen. Superintendent's office is also worthy of note. The Assistant Gen. Superintendent has likewise a flying squadron of 28 officers who must respond at once to any serious complaint to any part of the city during the day or night.

Moreover the department must be always on the watch for "Get Rich Quick" concerns, 173 of which it drove out of business in 1905.¹

Much has been written and said about the corruption and inefficiency of the Chicago police. No doubt much of this is true and much of it is undue exaggeration, but no matter, to any one familiar with American

1. Report of the Gen. Supt. of Police for 1905.

police systems, the Chicago system is the most advanced and most promising. This is not because the Chicago police has been very successful in its struggle with the criminal element, but because it has met the unusual difficulties presented by this most intensely American city in an original way, a way not according to traditions and conventions of olden cities, but a way which is most suitable to conditions prevailing in Chicago.

The Philadelphia police-department is a bureau of the Department of Public Safety, which includes also six other coordinate bureaus. The police force consists (Dec. 1905) of 3088 members. There are 34 station-houses and 10 sub-station houses. Because of the large river-front, four police tug boats are used for various purposes, as extinguishing fires, recovering drowned bodies, rescuing people from drowning, transporting injured people to the hospitals, recovering property that finds its way into the river, and arresting offenders near or on the river. The total cost of the department for 1905 was \$3,072,520.85. The Philadelphia police did some notable work in clearing the registration lists

of 75,000 names either fraudulently or negligently placed there.¹

Boston changed in 1905 from the board system to the single-head (commissioner) system. There are at present 1358 men on the force and the total expenditure for the department in 1906 was \$1,940,940.75.

The Boston police has one peculiar duty to perform which is to list the male residents and the female voters for election purposes. The Boston police is better supplied with vehicles than any other in the United States. It possesses in all 73 vehicles of various kinds, four of which are automobiles. Boston has also a distinct railroad police of four members paid for by the New York, New Haven and Hartford Railroad Company. The Boston police possesses the licensing power for loan-offices, itinerant musicians and public lodging houses.²

The police of the United States is for the most part, either under the control of a commission, as in Cleveland, Milwaukee, Buffalo, St. Paul, Grand Rapids and Kansas City or under a single head, who is, as a rule,

1. Report, Commissioner of Public Safety of Philadelphia for 1905
2. Report, Police Commissioner of Boston for 1906.

the mayor,²² of Philadelphia, Boston, New York, Pittsburgh, Chicago, Duluth, Seattle and Cincinnati. The drift seems to be towards the single-head system. The political activity of the American police seems to be decreasing and political interference with their work is also constantly becoming less. There is a marked movement on foot of putting the police under civil-service rules and in many cities only the head of the department is a political officer. In some other cities the rules are mere theory and are only applied when undesirable--that is to say undesirable to the appointing power--persons request positions. On the whole however, an honest endeavor to live up to civil-service rules must be admitted.¹

A new development in the American police is worthy of note. Though the policeman is by law a state-officer, he is in fact a municipal employee. In three states, however we have a distinct state-police used for various purposes. This police is entirely independent of local authorities being appointed and controlled by the governor of the state.

1. Ann. Am. Acad. 24: 581.

Massachussetts led in this movement. As early as 1879 it established a state-police or as it is officially known a district police. At present (1905) the force consists of 61 members, 59 males and 2 females. The force is under a chief, who is assisted by two deputy-chiefs, one of whom is at the head of the detective and fire-inspection department and the other at the head of the general-inspection department. The general inspection department consists of 10 public-building inspectors, 17 factory inspectors and 10 boiler-inspectors. The detective and fire-inspection department consists of 14 detectives and 7 fire-inspectors.

In most other states building-inspectors are as a rule strictly municipal and are not classed with the police-proper, while factory and boiler inspectors are as a rule state-officials, and form either an independent bureau or are attached to some other state-department. We need not concern ourselves any further with the general inspection department, as the names are sufficiently indicative of the work done.

The detective and fire-inspection department

however is an innovation and deserves further consideration. The department consists, as the name implies, of two divisions, the detective division and the fire inspection division.

The first does the general work of the police. Instead, however, of being assigned to a city or incorporated town, the officers are given a county or two. They assist the local police in difficult cases, sometimes two or three district policemen work together on a very difficult case. The officers are not rigidly bound to their assigned district, but may be sent to any part of the state on special duty. During the year 1905 most officers spent about twenty days, more or less, on special duty, in various parts of the state. The detective department has also a boat, the Lexington, which was in commission in 1905 from April 22nd to October 18th. The boat was used for various purposes, but chiefly for enforcing the seining and fishing laws. During the winter months the captain of the boat was assigned to Boston on criminal cases. There is also a special officer connected with this department, whose work is the pro-

secution of tramps, found anywhere within the state. During 1905, the officer visited nearly every city and town in the state and with the help of the local authorities prosecuted about 300 tramps.

The fire inspectors investigate every fire in which property has been damaged or destroyed in order to find out whether the fire was caused by negligence or design. At the same time, however, they may be assigned to any other police-work in the state, as cases of murder, etc.¹

Texas has had a so-called frontier battalion-- a state-plice in all but name-- for several decades. In 1901, however, the frontier-battalion was abolished and a "ranger force" for the protection of the frontier against marauding and thieving parties, and for the suppression and lawlessness throughout the state was established. The governor commands the force consisting of four companies of mounted men, each company having eight privates, 20 being allowed by law, one sergeant and one captain. The men get \$40, the sergeants \$50 and the captains \$100 a month. The captains and the quarter-

1. District Police Report of Massachusetts for 1905.

master are appointed by the governor, but the privates are enlisted by the captains, who also have the power to select their sergeants from among the privates. The force is not in permanent service.. The governor may disband a part of it or the whole force and assemble and reorganize it again at his pleasure. The men, both officers and privates must provide themselves with suitable horses and equipment at their own expense. Any horse, however, killed in action will be paid for by the state at a fair market value. The weapons, a carbine and pistol, are furnished by the state, but their cost is deducted from the men's pay. The state furnishes however, free of charge to the men, rations of subsistence, camp equipage, ammunition and forage. It is perhaps interesting to note what the state of Texas considers a "fair daily ration for a ranger:"

1. 12 oz. of bacon or 20 oz. of beef.
2. 20 oz. of flour or corn-meal.
3. 2 $\frac{2}{5}$ oz. of beans or peas.
4. 1 $\frac{3}{5}$ oz. of rice.
5. 3 $\frac{1}{5}$ oz. of coffee.

6. $3 \frac{1}{5}$ oz. of sugar.
7. $\frac{1}{6}$ gill of vinegar or pickles.
8. $\frac{1}{6}$ oz. of candles.
9. $\frac{1}{3}$ oz. of soap.
10. $\frac{2}{3}$ oz. of salt.
11. $\frac{1}{24}$ oz. of pepper.
12. $4 \frac{4}{5}$ oz. of potatoes.
13. $\frac{16}{25}$ oz. of baking powder.

The officers and privates of the Rangers have all the powers of the peace-officers and aid the regular authorities in the execution of the laws. They have the authority to make arrests and execute process in criminal cases in any county in the state, but must convey the persons arrested to the county where they "stand charged with the commission of an offence." The work of the rangers according to general orders issued by the governor is at present confined to the arrest of persons charged with the commission of felonies, the carrying of concealed weapons and the breaking of the peace.

The members of the force are strictly prohib-

ited from assisting or aiding in the election of any candidate for an official position.¹

Pennsylvania established a state force in 1905. It is under the command of a superintendent appointed by the governor for four years at a salary of \$3000.

The superintendent appoints the whole force consisting of four companies. Each company ^{is commanded} by a captain and has a roster of 50 men, 5 sergeants and 1 lieutenant. The men must pass a physical and mental examination, must be of good moral character, of sound constitution, be able to ride and between the ages of 21 and 40.

The department has established four local headquarters or barracks throughout the state, Troop A at Greensburg, Westmoreland County; Troop B at Wyoming, Luzerne County; Troop C at Reading, Berks County; and Troop D at Punxsutaconey, Jefferson County, from which stations mounted patrols are sent out daily.

The force is authorized and empowered "to make arrests without warrant, for all violations of the law which they may witness, and to serve and execute warrants

1. General Orders No. 62, State of Texas, Adjutant General's Office.

issued by the proper local authorities. They are also authorized and empowered to act as forest--, fire--, game--, and fish-wardens; and in general to have the powers and prerogatives conferred by law upon members of the police-force of cities of the first class, or upon constables of the commonwealth, and are intended as far as possible, to take the place of the police now appointed at the request of the various corporations. "The State police shall, whenever possible, cooperate with the local authorities in detecting crime and apprehending criminals and preserving law and order throughout the state."

The pay is as follows:

Superintendent.....	\$3000
Captains.....	\$1500
Lieutenants.....	\$1200
Sergeants.....	\$1000
Privates.....	\$ 720

The state supplies uniforms, arms and equipments, but the men board and lodge themselves. The barracks occupied by the state police are rented, but they are equipped with all modern improvements. For

the use of bedsteads, mattresses, blankets, sheets, cooking utensils, mess-outfits, etc., each man is charged four dollars a month. The men run their own mess at about \$11.00 a month. (1)

(1) Act. No. 227 Gen. Assembly 1905. Letters from Gen. Supt. and Chief Clerk.