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N. J. State Chamber of Commerce.

The State Police Problem in America

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EXECUTIVE OFFICE
CLINTON BUILDING: NEWARK
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January 31, 1917.

To the Business Board of the
New Jersey State Chamber of Commerce:

The Bureau of State Research herewith transmits its report of the investigation conducted by it on the subject of the "State Police" problem in America, including a special study of the problem in the State of New Jersey.

We have found many very strong opinions on both sides of the question. Many prosecutors of the pleas, for instance, have contended that Police problems of general concern in the State absolutely demand the establishment of a State Police organization, similar to those now in operation in other States, while, on the other hand, we have found some prosecutors who believe a State Police system unnecessary. And yet, in the main, the opinions which have been given us have clearly, in most instances, whether they have been in favor of the proposition or opposed, been based on a very superficial knowledge of conditions and of the subject in general.

In view of these conflicting expressions, our study has not been based upon the personal opinions of individuals, but has been confined to an analysis of the crime record of each County in the State, with a view of sorting out and presenting all the facts, which, in themselves, will enable the public to have full knowledge of the situation and formulate their own conclusions. The investigation has consumed a period of over a year and a half and has been directed by the Secretary as a part of the general work of the Bureau of State Research.

The field work and compilation of all data has been under the immediate supervision of PAUL WILLARD GARRETT, who has had, as his assistants, eight members of the investigative staff, and his work has been very thorough and complete and will speak for itself.

Respectfully submitted,

Geo. A. Viehmann

Director.

The State Police Problem in America

Including a Special Study of the Problem in New Jersey

PART ONE

The Summary and Conclusions

There is a considerable movement under way in this country, and in New Jersey, New York and Massachusetts in especial, looking to the establishment of State police systems of one or another form. No less than twelve states (Ariz., Conn., La., Mass., N. C., Nev., N. M., Penn., R. I., S. C., Tenn. and Tex.) already have created, and other states are seeking to create, a State organization on which can be thrown the police problems of general concern.

Police Protection Normally Afforded by an American State. It is an anomalous situation in American institutions to find that the State, in the face of its responsibility for the policing of life and property, has delegated almost in entirety the administration of that task to the local governments. This local protection has sometimes been adequate and sometimes quite inadequate. The local protection afforded in sizable municipalities has been sufficient in the main, because it has been administered by a constantly patrolling police. The police protection outside of patrolled municipalities frequently has been inadequate. The vast suburban and rural areas, though often infested with crime, have had no patrolling and no crime deterring police force. Aggrieved parties, residing in these areas, have had the options of hunting up their elected constable from his farm field or village saloon or store, of driving or sending to the county seat for the sheriff, or of accepting their grievance without complaint. These rural and suburban localities have oftentimes taken steps to afford their own police protection. But the fact that there are many communities which suffer from thefts during the harvest months only, other communities which are devastated by fires during the spring months only, and still other communities which are annoyed during the hunting seasons only, has made it impractical for many single localities to equip and maintain a uniformed patrol throughout the year. The different aggrieved rural localities, generally, have not been sufficiently far sighted, or sufficiently well organized, to arrange for an exchange of protection during the various months. These more sparsely settled communities should be able to ask the State for police protection during their most troublesome seasons each year.

The only State-wide organization upon which the citizens of most states can call for State police protection of any form is the National Guard. The National Guard is the only police arm available for the governor of the State of New Jersey, or of other states, to protect life and property from rural or urban crime and devastation. But the distaste of militiamen for police service makes it impossible for the Governor to require police work of the National Guard without thereby depleting its ranks and weakening the national defense. The Adjutants General of different states declare that the police function of the National Guard is a serious handicap in the recruiting for service. The Guard is seldom called out, therefore, except for the most flagrant disturbances and only after all other sources of private and public protection seem utterly to have failed. There have been taken steps in the states above mentioned to give the State a police arm, other than the National Guard, to which it may turn in normal times for the more complete policing of the State.

The Pennsylvania State Police. The State of Pennsylvania has had a State police since 1905, consisting of two hundred and twenty-eight mounted and uniformed men. The State policemen, trained in the United States Army, are thoroughly disciplined and familiar with the criminal law of Pennsylvania and their duties as guardians of life and property. They are, with few exceptions, men of high reputation and are held in the highest esteem by the farmers of Pennsylvania. The men are distributed over the State in thirty to fifty stations and sub-stations, and spend the greater part of their time patrolling the rural sections. During the last ten years they have patrolled 4,547,194 miles, or an average of about 454,719 miles per year. They have made 27,650 arrests, or an average of 2,765 per year, to say nothing of the incalculable number of crimes which they have deterred by their constant patrol. They have been particularly effective in deterring and apprehending *larceny, burglary, assault and battery, disorderly conduct, carrying concealed and deadly weapons, violations of the game and liquor laws, malicious mischief and rioting.* Superintendent Groome testified before the Industrial Relations Committee in *1915* that his force since its beginning had spent an average of "one day per year per man" only in actual riot policing. This estimate would not hold at the present time. The Fish and Game, Forest Fire, Health and Road Departments all testify to the valuable assistance which has been rendered them by the State police. The impartial sentiment of Pennsylvania

toward its own State Police Rural Patrol was gathered by addressing a letter to every grange, agricultural and farmer organization in the State, to every Prosecutor of the Pleas, and to every sheriff. This letter stated that the investigation was made from an absolutely unbiased standpoint, and that their frank opinion was desired irrespective of what that opinion might be. Two hundred and ten of the two hundred and forty-nine replies received from the various organizations of farmers (granges and agricultural societies) emphasized the direct benefit and protection which they had been given by the Pennsylvania State Police; and thirty-nine replies said they had not been directly benefited by the State police. The few negative replies usually made note, however, that the force had not operated in their particular district. Forty of the forty-four replies received from Prosecutors of the Pleas spoke heartily in favor, and oftentimes with enthusiasm, of the work accomplished by the State police in patrolling the rural sections; and four were indifferent or adverse. Twenty-three of the twenty-five replies from sheriffs spoke in favor and two in opposition.

Other Systems of State Police. Other States now have less extensive State police systems as solutions to various problems within the State. The *Texas Rangers,* which have been used largely for mounted border patrol, are available for assignment to police work anywhere within the State. *The Massachusetts District Police* perform State-wide detective and inspectorial service, and give assistance to the prosecuting attorneys. The *Louisiana Constabulary,* appointable upon petition to the Governor, may be assigned to various police emergencies arising within the State. The *Royal Northwest Mounted Constabulary* makes extensive patrols of the vast rural area of western Canada. The *North Carolina Rural Police* patrol generally the rural sections of the State needing protection. The *South Carolina Rural Police* patrol quite extensively the rural sections of the State. The *Rhode Island State Police* is constituted by a law declaring all municipal and county police officers a State police. The *Connecticut State Police* perform detective and inspectorial service. The *Nevada State Police* devotes its major attention at present to the organization of a central state detective bureau, but is available for assignment to any police work within the State and is trained for mounted or unmounted service. The *Tennessee Rangers,* available as a permanent reserve for emergency service, are organized to suppress lawless bands in the rural sections of the State.

The New Jersey Situation. Various Prosecutors of the Pleas in New Jersey have contended for a number of years that the police problems of general concern in the State demand the establishment of a State-wide police organization such as exists in some other states. Other Prosecutors of the Pleas have believed that the present sheriff-constable system in New Jersey was quite adequate. The public generally have had no basis upon which to judge whether New Jersey should or should not create a form of State police. In the face of these opposing contentions on the part of some public officials and people of the State, and in response to a public demand for impartial enlightenment, an investigation has been made on the subject by the Bureau of State Research.

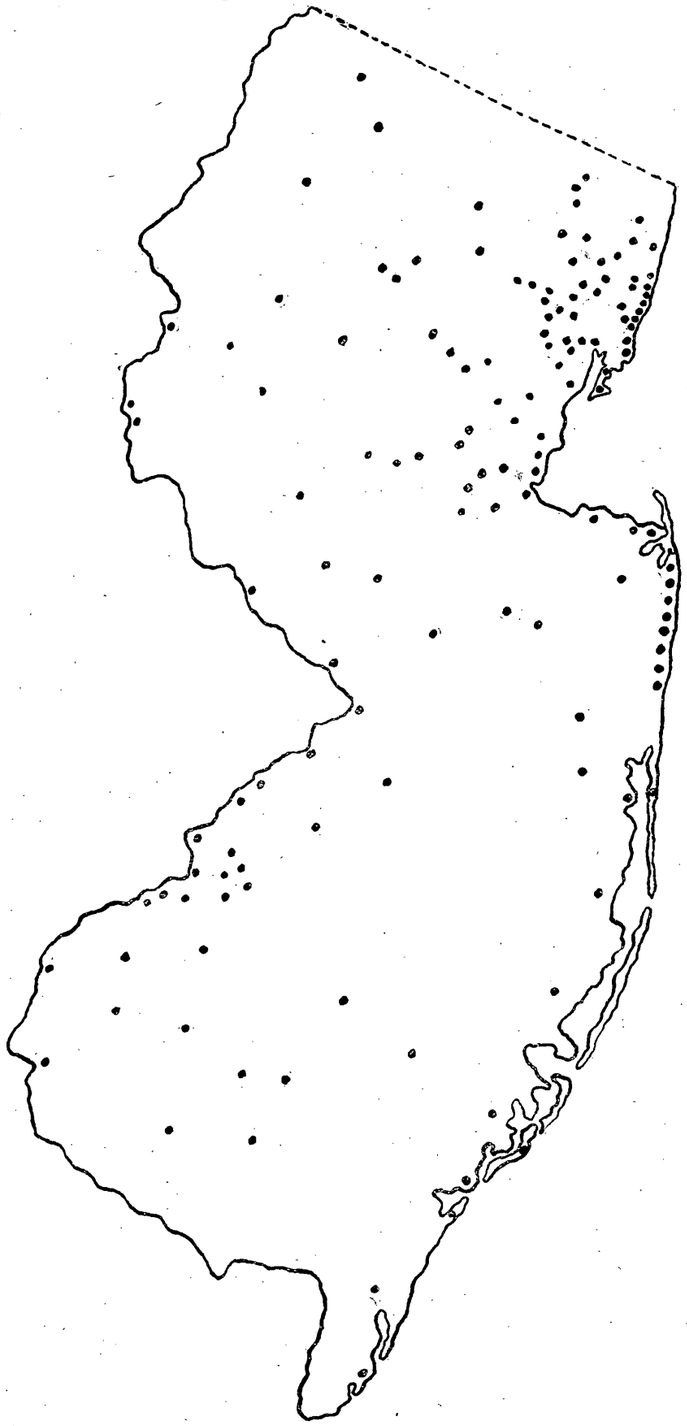
The question whether there is a need for a State police in New Jersey has seemed in the past to arouse such strong political support on the one hand and such strong political opposition on the other that the public have been baffled by the conflicting expressions of opinion. An attempt is made in this study, therefore, to break quite away from the individual opinions of the advocates and opponents of the proposition, and to ferret out all of the facts which in themselves should indicate whether there is need for a State police in New Jersey or whether not. This investigation has been confined, therefore, to an analysis of the crime records of each county, and will enable the public and their legislature to formulate their own conclusions absolutely and squarely upon a factual basis.

Present Protection in New Jersey. The only police protection which obtains in a New Jersey county, aside from that afforded by the municipalities, is that given by the sheriff, the prosecutor's detectives and the constables. The vast rural and suburban areas containing 65% (or 1,479,786) of the total population and embracing 28% (or $363,756,682) of all devastable property in the State is quite without patrol protection. Aggrieved parties have had always to hunt up a constable or send to the county seat for the sheriff for protection. But past sheriffs and constables have been so notoriously incompetent in the matter of apprehending criminals that crimes are comparatively seldom reported to the sheriffs or constables. It is an astounding fact that sixteen of the sheriffs of New Jersey admit that they do not take seriously the duty of apprehending criminals. More than a majority of the sheriffs confine their activities to the care of the jail and the serving of civil papers. Many of the sheriffs manifest surprise that they should be expected to apprehend criminals. The sheriff from one of the largest, wealthiest, and most important rural counties wrote that "in all my experience with the sheriff's office for the last twelve years, the sheriff has never been called upon to apprehend a criminal." (*a*) The sheriff from another of the most important rural counties in Central New Jersey said, "how can you expect me to apprehend criminals and take care of this jail at the same time. It would be a joke for one sheriff to attempt to handle the crime in as large a county as ————." (*b*) Another sheriff in one of the most important of the counties in Southern Jersey said, "The sheriff is not supposed to perform police work except in case of a riot." (*c*)

The constables of New Jersey, elected by their localities, work upon a fee system. They are not, therefore, interested in deterring crime. Their livelihood depends upon the commission of crime. The hundreds of New Jersey constables, with few exceptions, never patrol but continue in the work of their chosen *vocation* and perform police work only when especially requested and after a warrant has been

(*a*) Index to reference is M 1.
(*b*) Index to reference is M 2.
(*c*) Index to reference is C 1.

AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ●
HAVE LITTLE OR NO POLICE PATROL



THE STATE POLICE PROBLEM IN NEW JERSEY

Local police patrol exists in 141 municipalities. The remaining rural and suburban areas have little or no police patrol.

These unpatrolled areas contain 1,479,786 people or 65% of all in the state.

These unpatrolled areas contain $363,756,682.52 of devastable property (improvements and personal property) or 28% of all in the state.

These unpatrolled areas embrace considerable crime in every county and almost all of the crime in some counties.

At least 3524 criminals, indicted by a Grand Jury during the last few years (from one to five depending upon the county), have become fugitives.

This means that one indicted criminal in every seven in New Jersey becomes a fugitive.

At least 31,738 complaints of crime during the last few years (from one to five depending upon the county) have not resulted in punishment to any crimina

This means that about one complaint of crime in every two results in punishment to the criminal.

The loss from forest fires to forests and other property in 1915 was $209,090.

The Road, Fish and Game laws in some sections are woefully violated for lack of police patrol.

The Grand Juries of Atlantic, Burlington and Middlesex counties have asked the legislature for a State police to patrol the rural sections of the State.

Incomplete records, from some of the local governments and private organizations, show the expenditure of nearly one-half million dollars at least, during recent years, for extraordinary police protection

issued by a Justice of the Peace. Many instances are recorded of drunkenness among constables and failure to apprehend criminals because of indifference or carelessness or lack of rudimentary police training. The prosecutors and sheriffs, of every county in the State except one county, frankly state that the constables are generally untrained in police work and are ineffective as police officers. The sheriff of one of the leading counties declared that "my constables give me more trouble than my prisoners and some of them are much less reliable." (*a*)

The original and primary function of the sheriff-constable system was to apprehend criminals and gather evidence for the successful prosecution of criminals. No greater testimonial obtains, showing the utter break-down of the New Jersey sheriff-constable system as an organization for the apprehension of criminals and the gathering of evidence, than the fact that every Prosecutor of the Pleas in New Jersey has ceased generally to rely upon the sheriff or constables for evidence. The prosecutors of New Jersey have had to add to their function of prosecuting criminals, that of gathering evidence for the prosecution and of apprehending the criminals. The various prosecutors perform this police work through the assistance of forty-three detectives and other especially designated constables or by hiring outside detective agencies.

Unpunished Crime in New Jersey. One of the more important of the social problems which is confronting New Jersey today, and one which seems especially to call for some form of better or additional police protection, is the large amount of unpunished crime. No factor makes so surely for the encouragement of crime as the feeling on the part of a criminal that his chance of escape is great. Many criminals escape even the first step of a trial and are never so much as indicted by the Grand Jury. Other criminals are indicted by the Grand Jury, but escape apprehension after indictment.

Complaints of Crime Never Punished. There is no complete record of all the crime committed in any county because complaints against crime are not always registered by the aggrieved parties with the Prosecutor of the Pleas. The complaints which are registered, moreover, do not invariably represent real crimes, but are expressions of passion or spite. But discounting the comparatively small number of complaints which are erroneously made, it may be said that the difference between the total number of rightful complaints of crime which are made to the Prosecutor of Pleas and the total numbers of criminals indicted by the Grand Jury plus the total number waiving indictment to plea before the Court in Special Session,—represents the number of complaints of crime which never result in punishment to any criminal. (*b*)

There are thousands of rightful complaints of crime in New Jersey which never result in punishment because of lack of evidence. The rightful complaints, with few exceptions, which do not materialize into Grand Jury indictment or pleas before the Court in Special Session, represent the crime which goes unpunished for lack of evidence collecting facilities, or adequate police patrolling. (*a*)

A large percentage of the total complaints of crime in New Jersey have never resulted in a Grand Jury indictment or a plea before Special Sessions. The following table gives in brief the number and percentage for each county:

County.	Years (Inclusive.)	Unpunished Complaints. Number.	Percentage.
Atlantic	1912-1916	1846	52%
Bergen	1912-1916	1070	35%
Burlington	1911-1915	379	45%
Camden	1912-1916	1694	30%
Essex	1913-1916	6350	51%
Gloucester	1912-1916	485	54%
Hudson	1911-1916	6611	47%
Hunterdon	1911-1916	362	58%
Mercer	1914-1916	2445	57%
Middlesex	1912-1916	1517	57%
Monmouth	1914-1916	2050	59%
Morris	1911-1915	1564	59.6%
Ocean	Apr., '14-Nov., '16	351	73%
Passaic	1913-1915	4269	48%
Salem	1911-1915	496	52%
Union	1914-1916	249	25%

A number of prosecutors indicated that they did not have sufficient police facilities to give attention to all complaints. A prosecutor from one of the largest and most important of the counties said: "Complaints come in every day, which we never have time to investigate. We try to select out those which seem *prima facie* to be the most important and let the rest go." (*b*)

Fugitives. The word fugitives is used to comprehend that small proportion of all criminals who, after initial steps of elimination, have been indicted by a Grand Jury and for whom a warrant of arrest stands, but who have escaped apprehension. But after a criminal has left sufficient evidence to evoke a formal complaint to the Prosecutor of the Pleas, to cause subsequently a hearing before the Grand Jury and finally to bring upon himself an indictment from that Grand Jury and the police officials have been charged to make his arrest,—there is then little justification for failure to apprehend. There are thousands of criminals who escape punishment because not sufficient evidence can be obtained to secure an indictment. Comparatively few of the criminals are, indeed, ever indicted by a Grand Jury. It is a serious problem, therefore, when any of these few escape apprehension.

Three thousand five hundred and twenty-four indicted criminals, or about 15% of all criminals indicted by the Grand Jury during a period dating back from one to five years in the various counties, have never been apprehended by the county officials. This means that one indicted criminal in every seven goes to recruit the list of fugitives. The following list shows the number of fugitives in most counties for different

(*a*) Index to reference is A 1.
(*b*) The above statement, indicating the method of determining the amount of unpunished crime, does not contain the unapprehended indictments (fugitives) which are considered separately and does not consider the many Grand Jury indictments which fail to result in prosecution. These factors would greatly increase the total amount of unpunished crime.

(*a*) Discount should be made for the few indictments which are never preceded by a complaint and for the few instances in which there has been presented sufficient evidence to indict but where the Grand Jury for unknown reasons has refused to indict.
(*b*) B. 1.

periods and the percentage of all indicted criminals who are fugitives:

County.	Years (Inclusive.)	Indicted Criminals Unapprehended (Fugitives) Number.	Percentage.
Atlantic	1912-1916	91	9.4%
Bergen	1912-1916	116	13.8%
Burlington	1911-1915	105	20 %
Camden	1912-1916	244	....
Cumberland	1911-1915	33 (Estimated)	9 %
Essex	1913-1916	900	22 %
Gloucester	1912-1916	30	....
Hudson	1911-1916	963	13.8%
Hunterdon	1911-1916	5 (Estimated)	4 %
Mercer	1914-1916	171	22 %
Middlesex	1912-1916	88	....
Monmouth	1913-1916	192	....
Morris	1911-1915	68	11.3%
Ocean	Apr.,'14-Nov.,'16	21	16.4%
Passaic	1913-1915	398	16.9%
Somerset	1912-1916	15	5.8%
Union	1914-1916	69	....
Warren	1913-1916	15	5.7%

Since many of these criminals escape by dodging into another county or State, and because the county officials "do not want" them or because they are considered good riddance or because of the inexpertness of county officials,—it would seem that the assistance of an efficient central State detective and police organization should greatly reduce the number of fugitives directly and reduce the number of criminals indirectly by its deterrent effect. Such a detective bureau, in addition to assisting the counties which already have local detectives, would greatly aid the nine counties which have no regular county detective.

Rural Crime. It is almost a daily occurrence for the newspapers of New Jersey to recount instances of crime in the unprotected rural and suburban regions. The greatest factor in crime reduction, the deterring influence of an active patrolling police, is quite absent in the rural and suburban districts of New Jersey. This unpatrolled area contains 65% (or 1,479,786) of the total population and 28% (or $363,756,682.52) of all devastable property in the State. These rural areas embrace various proportions of all complaints of crime, from very few to almost all in the county.

The counties of South Jersey, and especially the Delaware River sections beginning with Mercer and running through Burlington, Camden, Gloucester and Salem Counties, are annoyed by the "riff-raff" elements from Philadelphia, Camden and Trenton; foreign settlements along the river and in the cranberry sections; automobile parties; the general traffic north and south between New York and Philadelphia and that east and west between Philadelphia and Atlantic City; tramps during certain seasons; and not infrequent hold-ups in Burlington, Camden, Gloucester and the northern section of Cumberland counties. The counties of Central Jersey have somewhat different rural problems from those obtaining in South Jersey. Ocean and Monmouth Counties, aside from their vast unpatrolled interior areas, have long stretches of sea shore homes, which are generally locked up during two-thirds of the year. Much disturbance also originates from the summer crowds. Middlesex and Somerset Counties have a number of large plants located in rural areas which employ foreigners. These plants and the sections surrounding them have considerable disturbance. The northern counties of New Jersey have problems no less tormenting than those obtaining in South Jersey. The counties in the northeast corner of the State are largely suburban and experience disturbances arising from clever New York criminals. There are a large number of these suburban areas, which have no police patrol despite that they all lie within the most thickly populated section of the county and in a section which has a peculiarly high proportion of foreigners. The rural counties along the northwestern section of the State are entirely without police patrol and have, in many sections, very serious criminal problems.

Opinions of Prosecutors on Need for Rural Patrol. Almost every prosecutor in middle and southern New Jersey favors, and many strongly advocate, the establishment of a State police for the better protection of the unpatrolled rural areas. *Prosecutor of the Pleas,* DANIEL V. SUMMERILL, of Salem County, says that fifty per cent. of the rural crime is unapprehended and recommends heartily the establishment of a State Police Rural Patrol. *Prosecutor of the Pleas,* DANIEL W. BECKLEY, of Gloucester County, declares that the southern counties are greatly in need of additional rural protection and that there is really no one in his county to police the rural areas. He favors strongly the establishment of a State police, *Ex-Prosecutor of the Pleas,* JOSEPH J. SUMMERILL, of Gloucester County, believes that a State Police would greatly assist in the solution of the rural criminal problems. *Prosecutor of the Pleas,* WILLIAM J. KRAFT, of Camden County, says that the rural areas are greatly troubled by Philadelphia criminals and says that he is positive that a State Police Rural Patrol would greatly deter rural crime. He favors the establishment of a State police. *Prosecutor of the Pleas,* JONATHAN H. KELSEY, of Burlington County, declares that the county officials can handle a small part only of all the rural complaints and give attention to a part only of the requests for more rural protection. He strongly urges the establishment of a State police for the patrol of rural areas and states that many thousands of dollars could be saved the people of his county alone by such a patrol. *Ex-Prosecutor of the Pleas,* SAMUEL A. ATKINSON, is "very strongly in favor of the establishment of a State system of police patrol in New Jersey." *Prosecutor of the Pleas,* CHAS. F. SEXTON, of Monmouth County, favors the establishment of a State Police Detective Bureau for the better detection of criminals. *Prosecutor of the Pleas,* JOSEPH E. STRICKER, of Middlesex County, has strongly urged the establishment of a State police. *Prosecutor of the Pleas* HARRY E. NEWMAN, Ocean County, favors the establishment of a State police for the better protection of the more sparsely settled rural areas. *Ex-Prosecutor of the Pleas,* THEO. J. R. BROWN, of Ocean County, declares himself unqualifiedly in favor of a Rural Patrol State Police, and says, "as Prosecutor of Pleas of Ocean County for fifteen years, the necessity for immediate action was nearly an every day occurrence during that time." *Prosecutor of the Pleas,* EDWIN F. MILLER, of Cumber-

land County favors the establishment of a State police for the better protection of rural areas. *Prosecutor of the Pleas* JAMES RUSSELL CARROW, Cape May County, states that the rural sections would be better protected by a State police. *Prosecutor of the Pleas,* CHARLES H. MOORE, of Atlantic County, expressed no decided views, but seemed doubtful whether a State police is necessary. *Prosecutor of the Pleas* MARTIN P. DEVLIN of Mercer County is opposed to a State police because it would, he declared, be used for policing strikes. *Prosecutor of the Pleas,* RICHARD S. KUHL, Hunterdon County, is noncommittal. *Prosecutor of the Pleas,* A. M. BEEKMAN of Somerset County is opposed to the use of a State police in strikes, but says there is need for additional rural protection in some sections of his county. *Ex-Prosecutor of the Pleas,* FREDERICK A. POPE, of Somerset County favors a State police from the economic point of view. *Ex-Prosecutor of the Pleas,* G. W. GRIGGS of Somerset County does not favor a State Police. *Prosecutor of the Pleas,* ALFRED A. STEIN of Union County sees no real need for a State police in Union County. *Prosecutor of the Pleas,* CHARLTON N. REED of Morris County says that the rural areas have much crime, and need better protection, but suggests that if a State system were established the people might become lax in handling their own police problems. *Prosecutor of the Pleas,* ROBERT A. HUDSPETH of Hudson County says that some counties may need a Rural police but that Hudson County does not. *Assistant Prosecutor,* GEORGE T. VICKERS, strongly recommends a mobile State police. *Prosecutor of the Pleas,* J. H. HARRISON of Essex County expressed no opinion. *Prosecutor of the Pleas,* THOS. J. HUTHKIN of Bergen County expressed no opinion. *Ex-Prosecutor of the Pleas,* WENDAL J. WRIGHT of Bergen County says that a large per cent. of the criminals go unapprehended, and strongly urges the establishment of a State police for the protection of the suburban and rural sections. *Prosecutor of the Pleas,* MICHAEL DUNN of Passaic County has doubt whether the benefit of at least a large State police would be commensurate with the cost involved. *Prosecutor of the Pleas,* WILLIAM A. DOLAN, of Sussex County expressed no opinion. *Prosecutor of the Pleas,* WILLIAM A. STRYKER, Warren County, does not favor a State police.

Grand Jury Resolutions for State Police. The Grand Jury of Burlington County in November of 1916 passed a resolution calling attention to the large amount of crime in the unprotected rural sections of the State and urging the legislature to establish a State police for the patrol of rural communities. (*a*) The Grand Jury of Atlantic County in December, 1916, passed another resolution in which it mentioned the unusual amount of rural crime and requested the legislature to establish a State Police Rural Patrol. The Grand Jury of Middlesex County, just following upon the industrial disturbances there, urged the legislature to establish a State police.

Foreign Problems. Many sections of the State which have especially acute problems, are situated in or near foreign settlements. The prevalence of some crimes among certain groups of foreigners makes their presence extremely annoying at times. New Jersey, despite its small size, stands fifth among the states having the highest number of foreign-born. Twenty-six per cent. of her entire population are foreign-born, and in five counties the percentage runs over thirty. There has been an increase of one hundred per cent. in Italians during the last ten years. The fact that so many of the foreigners are illiterate, that they are not familiar with American democratic customs, and that they are oftentimes emotional and subject to the sway of ill-meaning leaders, all combine to make the foreign problem in New Jersey a delicate one. These foreigners should be given full freedom so long as they are law abiding. But the many instances of rape and robbery and assault and battery due to them would indicate that the problem has not yet been adequately solved.

The Problem of Policing Riots. The State of New Jersey has had an unusually high number of industrial disputes which have been attended with extraordinary violence. During the period from 1910 to 1915 there were four hundred and seventy-three (473) strikes in New Jersey and, according to the investigations made officially by the New Jersey Bureau of Labor Statistics, sixty

(*a*) The following statement was prepared for the Bureau of State Research by the Burlington County Grand Jury:

"(1) Our county authorities inform us that the proportion between the crimes committed and the criminals apprehended and brought to justice is about 20 to 1, that is to say, that for 20 crimes committed 19 of them go unpunished, and this is especially true of the rural districts where the only peace officer is a constable elected by the people to be sure, but at the same time generally inefficient and unable to cope with any serious matter that may arise, and utterly useless as a preventive of crime. The pay is generally so small that he must get a living in some other occupation, and to that extent he is usually not to be found when he is wanted. Add to this he may be familiar with his own township or district and entirely unfamiliar with adjoining districts and as is frequently the case, will not leave his own baliwick upon the theory perhaps that somebody else is paid for that, in fact there is no cohesion between the peace officers of the various townships nor under all the circumstances can there be.

"Our county is very largely a rural section, and, except in the more thickly settled communities along the Delaware River, that have and maintain, strictly within their own boundaries, a measure of police protection, the rest of the county is at the mercy of criminals from the large cities, who in these days of quick transportation by automobile or otherwise manage to perpetrate all manner of crimes with impunity.

"Our Grand Jury firmly believes that a State Constabulary of the kind maintained by the adjoining State of Pennsylvania, should be provided by statute with such regulations as in the wisdom of the legislature may be necessary to afford our rural population a measure of protection. With a State Constabulary system properly inaugurated, the apprehension of criminals would, in a larger measure, be assured, and this would, in itself, prove an ultimate preventative of much lawlessness.

"(2) In our minds there is a practical unanimity of opinion all over the county as to the wisdom of providing for a State Constabulary.

"(3) A resolution adopted by our Grand Jury at a recent session, and presented to the Court, is enclosed herewith.

"(Signed) D. G. BAIRD,
"Foreman Burlington County Grand Jury."

1. Davis G. Baird, Beverly City, 2nd District.
2. William Frick, Chester Township, 1st District.
3. Thomas Henry, Beverly City, 2nd District.
4. Walter Black, Bordentown Township.
5. Bair Ferguson, Beverly City, 2nd District.
6. Harry Brick, Medford Township, East District.
7. Alexander Ferguson, Beverly City, 2nd District.
8. William B. Ross, Southampton Township, East District.
9. Geo. T. Williams, Burlington City, 2nd Ward, 2nd District.
10. Isaac Snowden Haines, Burlington City, 3rd Ward, 2nd District.
11. Clayton Hancock, Springfield Township.
12. Harry K. Cramp, Beverly Township, 2nd District.
13. Israel W. Garwood, Medford Township, West District.
14. Charles Stokes, Beverly Township, 2nd District.
15. Samuel Roberts, Chester Township, 5th District.
16. Alfred Holloway, Chesterfield Township.
17. Harry Borden, North Hanover Township.
18. Henry H. Albertson, Burlington Township.
19. Nathaniel R. Ewan, Southampton Township, East.
20. J. Fletcher Street, Beverly City, 2nd.
21. Clois W. Snyder, Palmyra Township, 2nd.
22. Thomas Walter Borton, Northampton Township, 4th.
23. Petter Carty, Mansfield Township.

of those strikes (or 12% of all) were accompanied by some violence, and thirty-one of those strikes (or 6% of all) were accompanied by much violence. A clear distinction must be drawn between strikes and riots. The law gives workmen the right to strike, and recognizes it as lawful. But rioting is illegal and the law makes mandatory the suppression of riots. Police authority should never interfere with the right of an employee to strike for higher wages or better working conditions. It is their duty to protect life and property from rioting. It is unfortunate that some of the present local police authorities have seemed to play into the hands of employers and have attempted to suppress strikes under the guise of suppressing riots. Such an attitude makes for evil social conditions in a State.

Twenty-two lives were lost in New Jersey riots between September 30, 1910, and September 30, 1916, by record of the Bureau of Labor Statistics. Approximately one hundred persons during that period were seriously injured, and many times that number were assaulted and battered. The destruction of property and loss to municipalities and to private business from the hiring of special private guards is difficult accurately to state. Morris County has just settled a claim for $3,240 under the Riot Act by virtue of the failure of that county to prevent the destruction of a locomotive by rioters in 1913. No complete records on costs of rioting are available. The investigation did disclose, however, the expenditures in that period of at least $126,295.50 by local governments alone for extraordinary protection by deputies against rioting. It was possible to tabulate the records of only nine manufacturing concerns, due largely to their fear of publicity. But these nine concerns expended within that period $291,853 for extraordinary protection. It is not possible to estimate the total expenditure of all concerns from this fragment, but since many of the largest plants and those which have had the most rioting do not come within this list of nine, it is obvious that the above amount represents a small portion only of the entire sum. There are in addition to this a few instances of destruction of large properties by fire, known or believed to be set by rioters in an angry moment. One such instance is recorded showing the loss of $10,000 and another the loss of $75,000.

The present system of policing riots by hired deputies has given no little dissatisfaction. Deputies recruited from the rough and professional agencies in New York or elsewhere have been oftentimes brutal to the men, and since they work on a per diem basis they are usually more interested in augmenting the riot than making peaceful amends. These deputies have not been satisfactory from the standpoint of employee, employer or the public.

The unusual loss of life and property and costs for extraordinary protection in New Jersey caused by riots, the failure of small police forces in smaller localities adequately to protect life and property, and the universal dissatisfaction with, and the social distress caused by, the deputy method of policing riots, would seem to indicate that the general weal of the State could be raised if it were possible for the smaller local police forces to get assistance, when needed, from the State.

The Loss from Forest Fires. The State Forester of New Jersey states in his last published report (1915) that the State is trying to prevent and control forest fires on two million (2,000,000) acres of woodland with an annual appropriation of about $16,000. The Department estimates that in 1915 there was a loss from forest fires to forests and other property of $209,090 The loss occurred primarily in Cape May, Bergen, Cumberland, Gloucester, Middlesex, Monmouth, Morris, Sussex and Warren Counties. The State Forester, Mr. Alfred Gaskill, wrote the following relative to the need for the assistance of additional forest fire protection and the work which a State police might accomplish to that end:

> "If they (State police) could be sent out individually to patrol acres subject to fires they would be almost invaluable. Mounted fire guards have been used in this State, as elsewhere, with highly satisfactory results. A Constabulary available for fire patrol during times of danger would be just what we need." (*a*)

Road Laws. The New Jersey road laws are ably enforced on the most traveled sections at the present time by the inspectors of the Motor Vehicle Department. But there are many roadways in the State on which it is physically impossible for the twenty-three busy motor-cyclists to patrol. In almost every rural county farmers complain of excessive speeding. Careless autoists are one of the farmers' most annoying grievances. Any effective co-operation which the present inspectors might have, especially on the more rural highways, would assist greatly in the more thorough enforcement of the New Jersey road laws.

Fish and Game Laws. There are twenty-seven fish and game wardens in New Jersey who devote their time to enforcement of those laws. These men have greatly assisted in the preservation of the game by their patrols. The proper enforcement of the fish and game laws depends almost entirely upon an effective patrol. The many deputy wardens, who work on a fee basis, do not generally patrol. This leaves the work entirely to the patrol of one or two wardens in a whole county. The assistance of additional patrol in certain counties during the hunting seasons of the year would greatly assist in the more general enforcement of the fish and game laws.

The Cost of Additional Protection at Present. Large amounts are expended at present by local and county governments for extraordinary emergency protection, such as professional detective services, temporary policing during certain seasons of the year, riot policing, and in satisfaction of amounts due from the local government when it has failed to supply adequate protection; by private companies for the

(*a*) Extract from letter by Mr. Gaskill to the Bureau of State Research.

hiring of adequate protection in rural communities having little or no local police, and during riots; by residents of suburban home districts, which have little or no local police for guards and private patrolmen; by farmers and rural organizations for protection during the harvest seasons especially. It is impossible fully or approximately to estimate the amount which has been thus expended in New Jersey during the last five years because of the very inadequate and unintelligible condition of many of the county records and the reluctance of private parties for political reasons to give information publicly. Fragments only of the entire amount, which it was possible to obtain, however, show the expenditure for extraordinary police protection of $418,-148.50. This clearly is only a portion of the total amount.

Conclusion.

A thorough and impartial study of the police problems obtaining in the various counties of New Jersey shows that there are a number of State-wide problems which call for additional protection. A review of the county analyses makes clear that the police problems of general concern are the number of unapprehended criminals, the problems of rural and suburban crime, the problem of policing riots, the foreign element in the State, the loss from forest fires, the enforcement of the road, fish and game laws, and the excessive costs under the present system for extraordinary police protection. The State should assist in the solution of these general problems by providing a State-wide police organization. The problems just enumerated, with almost no exception, are such as call for solution through a patrol of the rural sections. The State should provide, therefore, a State Police Rural Patrol. There are large and scattered areas in the State which need patrolling. But some of these areas need protection during the spring only, some during the summer only, and some during the fall only. The State police should be a mobile force, therefore, and available for use in various parts of the State. It would seem that the conditions in New Jersey call for a State police of about one hundred men. They should conduct their patrol from a system of rural stations and sub-stations. They should, above all, be men of the highest character and trained in police work. The success of such a department depends entirely upon the character and ability of the constituent members of the force and it is absolutely essential that politics and influence have no place in the appointment or government of the individual members of such a force. Every safeguard should be taken in the law or in its administration, therefore, to establish and maintain the department free from political consideration and the abuse of particular factions. A State Detective Bureau should be created as a clearing house to assist the various counties. This bureau should maintain complete records of criminals and should inaugurate the system of finger prints. It should furnish counties with additional trained detectives on special cases.

It would seem that the effective co-operation of such a State police in years past would have done much in reducing the total of 3524 indicted criminals who have become fugitives, in reducing the enormous amount of rural crime by deterring crime through a rural patrol, in making it possible to dispense with the present evil system of using professional deputies in riots occurring in municipalities lacking protection, in policing some foreign settlements located in districts without proper police protection, in assisting in the more complete enforcement of the rod, fish and game laws and in reducing the almost one-half million dollars which is known to have been expended in New Jersey during the last five years for extraordinary police protection.

Summary of County Crime Records.

County	Years (inclusive)	Complaints			Indictments and Special Sessions Cases			Unpunished Complaints		Indicted Criminals Unapprehended (Fugitives)		Population and Devastable Property without Police Patrol	
		Total Number	Rural and Suburban (boro and township) *a*									Percentage of Population without Police Patrol	Percentage of Improvements and Personal Property without Police Patrol
			Number	Percentage	Indic.	S. S.	Total	Number	Percentage	Number	Percentage	Approximate	Approximate
Atlantic	1912–1916	3726	217	6%	958	754	1712 (*e*)	1846	52% (*e*)	91 (*e*)	9 4%	29%	18%
Bergen	1912–1916	3033	2056 (*b*)	64%	840	1123	1963	1070	35%	116	13.8%	35%	37%
Burlington	1911–1915	825 (Apr. '15–Nov. '16)	569	69%	199 ('14–'15)	247 ('14–'15)	446	379 ('14–'15)	45%	105	20%	76%	72%
Camden	1912–1916	5601	1780	32%	....	....	3907	1694	30%	244	.....	23%	17%
Cape May	.....	.....	....	....	....	....	....	....	.....	...	.....	58%	76%
Cumberland	1911–1915	3375 (estimated)	....	....	....	373	....	....	.....	33 (estimated)	9%	66%	60%
Essex	1913–1916	12430	....	10% (estimated)	3948	2132	6080	6350	51%	900	22%	6%	6%
Gloucester	1912–1916	887	743	84%	....	....	402	485	54%	30	.....	83%	80%
Hudson	1911–1916	13931	Practically None	....	5109	2211	7320	6611	47%	963	18.8%	....	....
Hunterdon	1911–1916	628	Practically All	....	136	130	266	362	58%	5 (*c*) (estimated)	4%	79%	80%
Mercer	1914–1916	4220	....	....	762	1013	1775 *f*	2445	57%	171	22%	19%	11%
Middlesex	1912–1916	2656	1171	44%	....	....	1139	1517	57%	88 (*d*)	.....	68%	66%
Monmouth	1914–1916	3619	2797	77%	....	....	1469	2050	59%	192 (13-16)	.....	54%	54%
Morris	1911–1915	2624	Practically All	....	598	462	1060	1564	59.6%	68	11.3%	48%	49%
Ocean	Apr. 1914–Nov. 1916	479 (justices)	400 (estimated)	83%	....	....	128	351	73%	21	16.4%	77%	50%
Passaic	1913–1915	8746	574	6½%	2344	2133	4477	4269	48%	398	16.9%	16%	15%
Salem	1911–1915	954	Practically All	....	183	275	458	496	52%	...	.....	57%	60%
Somerset	1912–1916	520 (estimated)	Practically All	....	255	....	....	....	.....	15	5.8%	51%	52%
Sussex	1911–1916	715 (justices)	Practically All	....	....	....	248	....	.....	...	.....	70%	56%
Union	1914–1916	993	234	23%	....	....	744	249	25%	69	.....	38%	44%
Warren	1913–1916	1785 (justices)	1100 (estimated)	62%	....	....	261	....	.....	15	5.7%	48%	46%

(*a*) The number of complaints has been divided into two classes. "Urban" and "Suburban and Rural." In most of the counties the cities have been included in the first class and the boros and townships in the second. In some of the counties, however, the practical division was made of selecting as "Urban" all the larger communities, whether they were legally classified as cities, boros, or townships.
(*b*) The "Suburban and Rural" complaints from Bergen County include all those originating outside Hackensack, Garfield and Englewood.
(*c*) The Assistant Prosecutor of Hunterdon County indicated only five fugitives out of the indictments for the last four years. A comparison of the number of indictments, as shown in the Grand Jury book, and the number of Quarter Sessions Cases (trials of indicted men) as shown in the Trial book, reveals, however, a large discrepancy. The indictments, for 1912-16, number 136, while the quarter sessions cases number only 67. The remaining 69, or 50%, were evidently either dropped or unapprehended.
(*d*) The figure, 88, is the prosecutor's own figure. The records, which the prosecutor declares are not correct, show 115 fugitives.
(*e*) The figures for Indictments, Special Sessions Cases, Unpunished Complaints and Fugitives are on a basis of four years, 1913-1916.
The figure 1775 does not include the Indictments or Special Sessions Cases for the last term of 1916.

Outline of Investigation on

The State Police Problem in America

Including a Special Study of the Problem in New Jersey

I—Police Protection Normally Administered by an American State

1. The American Conception of Police Protection as a State Function.
2. The Delegation of Police Administration to Local Units.
3. Methods of Protection in States which have no State Force.
   a. The National Guard.

II—The Movement for a State Police in Several States

1. Police Problems which have Prompted the Movement.
   a. Frontier Problems.
   b. The Lack of Rural Protection.
   c. The Cosmopolitan Nature of Crime.
   d. The Release of the National Guard from Riot Service.
2. The Adoption of State Police Laws.

Texas Rangers.	Arizona Rangers.
Massachusetts District Police.	Connecticut State Police.
Louisiana Constabulary.	New Mexico Mounted Police.
Royal Northwest Constabulary.	Pennsylvania State Police.
North and South Carolina Rural Police.	Nevada State Police.
Rhode Island State Police	Tennessee State Rangers.

3. The Movement for State Police in New Jersey, New York and Massachusetts.
   a. The Movement in New Jersey.
   b. The Movement in New York.
   c. The Movement in Massachusetts.
4. Digest Chart of State Police Laws in Pennsylvania, Massachusetts, Connecticut, Nevada and Texas.

III—Pennsylvania State Police

1. History of the State Police System in Pennsylvania.
2. The Organization and Administration of the Pennsylvania State Police.
   a. Organization of Department.
   b. Administration of Department.
3. Work done by the Pennsylvania State Police.
   a. Police Powers and Duties of the Force.
   b. Rural Police Service.
      1. Rural Patrol.
      2. Requests for Assistance.
      3. Analysis of Arrests.
      4. Assistance to other State Departments.
   c. Riot Police Service.
      1. Important Occasions of Riot Service.
      2. Conditions under which Riot Service is performed.
      3. The Wilkes-Barre Strike.
      4. The Opposition of Labor to the Riot Service of the State Police.
4. Pennsylvania Opinion as to Desirability of State Police Force.
   a. Effectiveness in Deterring and Apprehending Rural Crime.
      1. Opinions of State Officials.
      2. Opinions of District Attorneys.
      3. Opinions of Sheriffs.
      4. Opinions of the Farmers.
   b. Effectiveness in Assisting Other State Departments.
      1. Health Department.
      2. Game Commission.
      3. Fisheries Department.
      4. Forestry Department.
      5. Highway Department.
   c. Effectiveness in Policing Riots.
      1. Some Representative Opinions in Wilkes-Barre.
      2. The Divergent Views of Capital and Labor.
      3. The Opinions of Some Civic Organizations.
      4. The Opinions of the Sheriffs and Prosecutors.
5. The Relation of the P. S. P. to the National Guard.
   a. The Transfer of Riot Duty.
   b. How has the Transfer affected the National Guard?
   c. How has the Transfer affected Riot Service?
6. The Cost of the Pennsylvania State Police.
7. Summary.

IV—Other Systems of State Police in America

1. The Texas Rangers.
   a. Administration and Organization.
   b. Powers and Duties.
   c. Conclusion.
2. The Massachusetts District Police.
   a. Organization and Administration.
   b. Powers and Duties.
   c. Results.
   d. Conclusion.
3. The Louisiana Constabulary.
   a. Organization and Administration.
   b. Powers and Duties.
4. The Royal Northwest Mounted Police.
   a. Organization and Administration.
   b. Powers and Duties.
5. The South Carolina Rural Police.
   a. Organization and Administration.
   b. Powers and Duties.
   c. Conclusion.
6. The North Carolina Rural Police.
   a. Comparison with System in South Carolina.
7. The Rhode Island State Police.

8. The Arizona Rangers.
   a. History.
   b. Organization and Administration.
   c. Powers and Duties.
9. The Connecticut State Police.
   a. Organization and Administration.
   b. Powers and Duties.
   c. Results.
10. The New Mexico Mounted Police.
    a. The New Mexico Law.
11. The Nevada State Police.
    a. Organization and Administration.
    b. Powers and Duties.
    c. Results.
    d. Conclusion.
12. The Tennessee Rangers.
    a. Organization and Administration.
    b. Powers and Duties.
    c. Results Obtained by Rangers.
    d. Conclusion.

V—The Present Police Protection Afforded in New Jersey

1. Municipal Police.
2. The Sheriff-Constable System.
3. The County Detectives.
4. The National Guard.

VI—County Analyses of Police Problems in New Jersey

(A study of Atlantic, Bergen, Burlington, Camden, Cape May, Cumberland, Essex, Gloucester, Hudson, Hunterdon, Mercer, Middlesex, Monmouth, Morris, Ocean, Passaic, Salem, Somerset, Sussex, Union, and Warren Counties, designed to show the following conditions in each.)

1. The Geographical and Sociological Nature of the County.
2. A Survey of the Police Protection in County at present.
   1. Municipal.
   2. County.
   3. Private.
3. The Adequacy of the Present Protection.
   1. The Amount of Unpunished Crime.
      a. Crimes for which there is no record,
      b. The Number of Complaints which do not Result in Grand Jury Indictment or Special Sessions Cases.
      c. The Number of Criminals Indicted by the Grand Jury but Never Apprehended.
   2. The Effectiveness of the Sheriff-Constable System.
   3. The Cost of Present Protection.
4. The Police Problems confronting the County, if any.
   1. The Volume and Nature of Recorded Crimes in County.
      a. Complaints.
      b. Grand Jury Indictments.
      c. Special Session Cases.
   2. The Amount of Rural Crime.
   3. The Foreign Problem of the County.
   4. Riots in the County.
   5. The Forest Fire Problem in County.
   6. The Enforcement of the Fish and Game Law.
   7. The Enforcement of the Road Laws.
5. Newspaper and Letter Clippings on County Police Problem.
6. Opinions of Governmental officials.
7. Summary.

VII—General Summary of Police Problems in New Jersey

1. The Number of Unapprehended Criminals.
2. The Problem of Rural and Suburban Crime.
3. The Problem of Policing Riots.
4. The Foreign Element in the State.
5. The Loss from Forest Fires.
6. The Enforcement of the Road Laws.
7. The Enforcement of the Fish and Game Laws.
8. Cost of Extraordinary Protection under Present System.

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IX—Appendix

PART I

Testimony of John C. Groome before the United States Commission on Industrial Relations.

PART II

Testimony of James H. Maurer before the United States Commission on Industrial Relations.

PART III

Complete Report of Massachusetts Special Commission to Investigate State Police Problem in Massachusetts.

NEW JERSEY
STATE CHAMBER
OF
COMMERCE

The State Police Problem in America[a]

Including a Special Study of the Problem in New Jersey

PART TWO

CHAPTER I

The Police Protection Normally Administered by an American State

There is a not inconsiderable movement under way in this country looking to the establishment of State Police systems of one or another form. No less than twelve States (*b*) have already adopted, and other States have been seeking to adopt, a State organization on which can be thrown the police problems of general concern. A full appreciation of the significance of the rising State police movement can not be had without passing in review the change which it is making in American police practices and conceptions.

Responsibility for Protection in the State. The American of the street knows only the protection of his municipality or his county. Those are normally the only visible police organizations which obtain. It would never occur to the average citizen that the State owes him police protection other than during extraordinary periods of disturbance. But the student of constitutional law, who has a horizon of political theories which often stand in juxtaposition to or transcend political practices, conceives that the State has a police responsibility. The power, and therefore the responsibility, of providing police protection for all within its bounds, was retained by each State at the time of the adoption of the Federal Constitution. It is not here pertinent to trace the origin of the Colonial local police from English custom or the gradual control which subsequently was taken over by the States. Despite that the early American police systems did in practice grow up locally, and were not super-imposed structurally by the State, there can be no doubt but that the final source of police authority and duty of policing in America legally has always rested in the State. A recognition that the State is the guardian of police protection is ably expressed in the case of Allen V. Towell (*c*) which states that even local "police officers can in no sense be regarded as agents or servants of the city. Their duties are of a public nature. Their appointment is devolved on cities and towns by the legislature as a convenient mode of exercising a function of government." Each of the forty-eight jurisdictions may be declared responsible then, for the adequate protection of all life and property within its bounds.

The Delegation of Police Administration to Local Units. It is an anomalous situation in American institutions to find that the State, in the face of its responsibility for the policing of life and property, has delegated almost in entirety the administration of that task to local units of government. The municipalities each have been authorized by the State to provide their own police protection. The administration of the police power of the State, using that term in its narrow and not in its constitutional sense, has been apportioned-out to the various local units of government. This condition historically might more properly be stated in another way. It would be more nearly correct, from the standpoint of history, to say that the State generally has never taken over from the local units the task of administering police duties.

The National Guard. The only organization, upon which the great majority of American States could call for State police protection, is the National Guard. The militia is the only police arm, then, available for the Governors of such States as New Jersey, New York and Illinois. The purpose of the National Guard, moreover, makes it inexpedient for any Governor to assign police duty to the National Guard for the less urgent needs. A militiaman resents being called to do ordinary policing and the natural result is that, except for unusual riot disturbances, the Guard almost never is called into service.

The American State, unlike many of the European States, normally has not administered any police protection to life and property within its bounds. It has shifted the actual administration of its own police responsibility almost in whole to the local units of government. Most police problems have heretofore been local in scope. But within the last half century State-wide police problems have been arising. Some of the State police problems, which have been calling for attention in various States, and the movement which is under way to solve those problems through State police systems, will be traced in the pages to follow.

(*a*) Paul Willard Garrett was assisted in the compilation of data and field work in the study of "The State Police Problem in America" by Investigators Lucile Davidson, Gertrude Strann, Henry C. Adams, William R. Ahmuty, Clarence Ludwig, William B. Mendes, Gale Pheasant and Charles E. Stangeland.

(*b*) Arizona, Connecticut, Louisiana, Massachusetts, Nevada, New Mexico, North Carolina, Pennsylvania, Rhode Island, South Carolina, Tennessee and Texas.

(*c*) Allen (Mass.), 172.

CHAPTER II

The Movement for a State Police in Several States

The movement for a State police gradually has been taking its form in various States during a period extending back almost half a century. This movement has been prompted not always by the same problem, but has seemed inevitably to suggest the need for a solution through a central State police of one form or another. A review is here given of the police problems which have arisen in the various States, the adoption of State police laws in twelve States to solve those problems, the movement for a State police in New Jersey, New York and Massachusetts and a digest chart of State Police Laws in Pennsylvania, Massachusetts, Connecticut, Nevada and Texas.

1—Police Problems Which Have Prompted the Movement

Frontier Problems. The first State police systems in America were organized in order to solve frontier problems. The outposts of civilized community life almost always have had to bear the brunt of handling the criminals that tried to escape from the settled districts and of handling the various types of outlaws from the wilderness. To cope with this serious police problem, some higher and more extensive authority than the few and often poor local governments, has been called to lend aid. In most instances, the State itself has assumed the responsibility by providing a State-wide force of patrolmen which is supported by State funds.

The Lack of Rural Protection. In the more settled communities it is not the frontier problem but the lack of rural protection that has prompted or is prompting the movement for State police systems. Some rural sections of the country have fairly good sheriffs and constables, but they are periodically terrorized by organized bands of law-breakers such as night-riders. In most rural sections, however, the orthodox sheriff-constable system has more or less completely broken down, even for the normal work of apprehending and deterring crime. The failure of the old system in most States to provide adequate rural protection is attributable largely to the fact that the rural policemen do not patrol their districts, as city policemen walk their beats. The fear of punishment serves as a deterrent of crime, but if there is no tangible evidence of the law always on the job to suggest probable punishment the deterrent effect is much vitiated. Realizing the difficulty, many States have attempted either to patch up the sheriff-constable system by adding "working constables" or deputy sheriffs, or county detectives, or to provide for some new organization of State or county patrolmen.

The Cosmopolitan Nature of Crime. A third important consideration in the movement to widen the police jurisdiction and organization is the extensive compass of modern crime. Crime is no longer localized. The advent of automobiles and good roads has given the modern criminal a most effective weapon of escape. If a crime is committed in one city, presumably the police arm will have to reach into another city, into suburban or rural sections, or even into other States to apprehend the criminal. So prevalent has the "fugitive" business of our police forces become, that the decentralized nature of our police organizations is a serious handicap to effective and economical apprehension. To remedy this defect, there is afoot in several States a movement to centralize or at least to co-ordinate more fully the local police bodies. It is evident that a State police system is an attempt to meet this need in one way or another. Perhaps the most necessary change in solving this particular problem is to provide for co-ordination, thru a central bureau, of the many local detective departments.

The Release of the National Guard from Riot Service. Another factor that has aided the movement for a State police in several of the important industrial States of the Union is the desire to relieve the National Guard of its so-called "strike duty." States not having State police are often compelled to call out their militia to quell civil disorders of any magnitude. Such disorders most frequently arise in connection with industrial disputes, and it therefore often happens that the guardsmen are compelled to police some of their fellow-citizens.

There is no question but that the aversion for this sort of duty keeps a good many men from enlisting, as well as creates a disaffection on the part of enlisted men. It is often remarked that the possibility of having to do riot service has kept laborers, particularly, from enlisting. As a matter of fact, the practical influence of organized labor is thrown against enlistment. It is often the case that unions have adopted rules denying membership in their unions to militiamen.

The result is that the National Guard has had to suffer a big handicap in its recruiting. The two purposes of the National Guard, military defense and emergency policing, are distinct and separate functions; the training and attraction of the one are, or ought to be, quite different from the training and attraction of the other. The desire to separate entirely these two functions, to limit the National Guard to strictly military defense, and to turn over the riot duty to a specially trained permanent State force is one important element in the movement for State police systems. This analysis of the situation is borne out by the statements of prominent military officers in several of the eastern industrial States.

Mr. W. H. Cole, just retired Adjutant-General of Massachusetts, stated under date of January 6, 1917:

"In my opinion the possibility of strike duty kept many members of labor unions out of the National Guard who would have made excellent soldiers."

The Massachusetts Commission on Military Education and Reserve included the following statement in its report of December, 1915. (*a*)

> "Early in our deliberations it became evident that an adequate consideration of the topics assigned to us required some consideration of the whole question of national defense.
>
> "Broad principles are involved and now is the proper time to face the issue and deal with it frankly and resolutely. What, today, is the reason for the existence of the State Militia? Why is money expended on it? Why do men enter its service?
>
> "The plain answer is, as an arm of the national defense. That, with one exception, is the only use to which it would or could be put; that, with no exception, is the justification of its existence.
>
> "The exception just referred to is, of course, the use of the State Militia to put down riots accompanying strikes, or otherwise, and to quell other civil disorders.
>
> "There must always be a sufficient force to maintain peace at all times, but the militia is not a body fitted to perform police duty. The situation at time of civil riots, especially accompanying strikes, is so tense that it can be handled only by highly efficient and thoroughly disciplined men who are professionals in their duties. The militia is not a body either armed or trained to handle such situations well. Moreover, the fact that the militia may be called upon to perform police duty is one of the reasons for the difficulty it has in securing enlistments. Police duty of this sort should be performed by a trained and efficient State mounted police, and if such are not sufficient the regular army should be called upon before any militia or similar force. It has been proved again and again that the former bodies are able to perform strike and riot duty with a maximum of efficiency and with a minimum of friction and cost. They are far superior for this purpose to any body of occasional soldiers. The Commission recommends the organization of a State force of mounted police."

(*a*) Statement quoted taken from Miss Katherine Mayo's book on the Pennsylvania State Police, "Justice to All," page 282.

Major-General Charles Bowman Dougherty, formerly commander of the Pennsylvania division of the National Guard, declared under date of October 5, 1916: (*a*)

> "If we are ever going to build up the National Guard to make it a national force, it must be kept free from being pushed into the maelstrom of disputes between capital and labor; and a State police such as ours is the one and only means to achieve this end. During the twenty-five years preceding the formation of the State police, the National Guard of this State was frequently called upon to suppress riotous disturbances in different parts of the State. Since the organization of the State police this has been entirely avoided excepting upon one recent occasion.
>
> "The National Guard's interests are therefore greatly furthered by the existence and efficiency of the State police force, and from that as from all other points of view involving the welfare and safety of the people, a like force should exist in every State in the Union."

Adjutant-General, Louis W. Stotesbury, of the State of New York, in answer to questions on this same subject, replied in part:

> "Whether the use of the National Guard in civil disorder has been a handicap to its 'highest development,' depends on what one would consider highest development; from the point of view of public usefulness, NO. It should be remembered that provision for the common defense is a federal and not a State obligation. Undoubtedly there is the prejudice you refer to. Undoubtedly the National Guard would be a more useful adjunct to the regular army if it were wholly under federal control; but if it is to be wholly under federal control it should as well be wholly under federal support. (*b*)

Colonel E. M. Weaver, U. S. A., Chief of the Federal Division of Militia Affairs, declared in 1910, in connection with his discussion of the Pennsylvania State police: (*c*)

> "It (The State police force) operates practically to relieve the organized militia from all strike or other duty that would bring them into antagonism with representatives of the labor unions, and reserves the militia forces of the State particularly for national defense."

In conclusion, then, it may be said that each of the State police systems that have been established, or that it is proposed to establish, finds its origin in one or more of these four situations:

(1) A frontier problem.
(2) A lack of rural protection.
(3) The cosmopolitan nature of crime.
(4) A desire to release the National Guard from riot duty.

(*a*) Statement taken from Miss Mayo's book, "Justice to All," page 278.

(*b*) Taken from letter of Mr. Stotesbury to Bureau of State Research, dated November 23, 1916.

(*c*) Statement taken from Miss Mayo's book, page 279.

2—The Adoption of State Police Laws

The following summary of the adoption of each of the various State police laws is intended only to show the date of adoption, the primary problem to be solved and the essential characteristic of each system.

Texas Rangers. The first State police system in this country was the Texas Rangers, which was established shortly after the advent of Texas into the United States. The situation to be dealt with was and is to the present day a border and frontier problem. The Rangers are mounted patrolmen who ride the open range particularly along the Mexican border. They deal for the most part only with the more serious crimes.

Massachusetts District Police. In 1866, Massachusetts established a State system of inspectors and police which has grown into a complex organization with many various duties ranging from the testing of weights and measures to investigating crime. The main work of the detective division is to assist prosecutors in developing criminal cases and to investigate fires. The recent Massachusetts Commission recommends the abolition of the district police and the re-organization of a more comprehensive State police system. (For its report see Appendix.)

Louisiana Constabulary. The "Louisiana Constabulary," established in 1870, is a sort of "cross" between a State organization and a county organization. The system provides for reserve constables to be called into use in cases of emergency. The primary purpose of the system is to provide rural protection.

The Royal Northwest Mounted Police of Canada. The "Royal Northwest Mounted Police of Canada" was established in 1873 to cope with a difficult frontier problem in Western Canada, arising out of the fur trade and the influx of immigrants. The jurisdiction of the force extends over the provinces of Alberta and Saskatchewan, the Northwest territories, and the Yukon territory. The force is controlled by the Federal Government, altho it acts on the immediate instructions of the Attorneys-General of the provinces and territories. The work of the Royal Northwest Mounted Police Force consists mainly in frontier police patrol and exploration.

North and South Carolina Rural Police. It would be more nearly accurate to describe the rural police of North and South Carolina as county police than as State police; for while in some counties the policemen are appointed by the Governor, yet their jurisdiction is only county wide. They are paid by the counties, and are under the instructions of the sheriff. There is a different law for each of the counties that have the rural police. The work of the policemen in all the counties is regular rural patrol.

Rhode Island State Police. In Rhode Island the various local police officers are by law constituted a State police, particularly for the purpose of suppressing vice and illegal liquor traffic. There is no State police force, however.

Arizona Rangers. The "Arizona Rangers" was established in 1901 and abolished in 1909. The purpose and work of the Arizona Rangers was similar to that of the Texas Rangers. The abolition of the force was due to a strictly political fight in the legislature.

Connecticut State Police. The "Connecticut State Police" was established in 1903 and is quite similar in its variety of powers to the Massachusetts system. It answers the need for detectives, and does no regular patrol work.

New Mexico Mounted Police. The New Mexican system of rangers was established in 1905 and abolished in 1913. Like the Arizona system, it provided for State-wide patrol with particular attention to the frontier problem. It also suffered the same fate, altho it was killed by lack of appropriations rather than by repeal of the statute.

Pennsylvania State Police Force. The Pennsylvania system was established in 1905 primarily for the purpose of riot service. Since its establishment, the largest attention has come to be given to rural patrol service. Centralized detective bureau work is as yet comparatively insignificant. The Pennsylvania system is practically the only material, full-fledged State police system in the eastern States.

Nevada State Police. The "Nevada State Police," established in 1908, is limited practically to emergency riot service and to specialized detective service. It has developed a central detective bureau of great value.

Tennessee State Rangers. The Tennessee system is the newest in the United States, having been authorized in 1915. Its aim is to provide a permanent reserve for emergency service against organized bands of lawbreakers.

3—The Movement for State Police in New Jersey, New York and Massachusetts

The Movement in New Jersey. The movement for a State police in New Jersey first reached the Legislature in 1914, when a bill was introduced by Senator Ramsay, of Middlesex County, providing for a force of 114 men, modeled after the Pennsylvania system, and carrying with it an appropriation of $200,000. The same bill was introduced again in 1915, when it passed the Senate by a vote of eleven to seven, but was tabled by the House Committee on Judiciary because of lack of time for proper consideration. The bill as passed by the Senate in 1915 is given in full in footnote (*a*).

(*a*) Senate Bill introduced February 8, 1915, by Senator Ramsay.

"An Act creating the department of State Police, providing for the appointment of the officers and men who shall constitute the force, defining their powers and duties, and making an appropriation for the expenses connected therewith.

"Be it Enacted by the Senate and General Assembly of the State of New Jersey:

"There is hereby created and established the Department of State Police, the chief of which shall be the Superintendent of State Police, to be appointed by the Governor, by and with the advice and consent of the Senate, to hold office during the pleasure of the Governor, and who shall receive a salary of four thousand dollars per annum, payable monthly. The Superintendent shall have the power to appoint an assistant, at a salary of two thousand dollars per annum, payable monthly, a clerk at a salary of six hundred dollars per annum, payable monthly, and a stenographer at a salary of eight hundred dollars per annum, payable monthly. The other members of the force shall be subject to the Civil Service laws of this State.

"The Superintendent of State Police shall, prior to the entering upon the duties of his office, take and subscribe an oath or affirmation, before one of the justices of the Supreme Court, that he will well, faithfully and impartially discharge all the duties required of him by law, which oath or affirmation shall be filed in the office of the Secretary of State, to be there preserved among the public papers, and shall enter into a bond with such sureties as shall be approved by the Governor, in the sum of twenty thousand dollars, payable to the State of New Jersey, conditioned for the faithful performance of his official duties, which bond shall be filed in the office of the Secretary of State.

"The Superintendent of State Police shall be provided with suitable offices in the State House in the city of Trenton. He is authorized to appoint, subject to the Civil Service laws of this State, the State police force, which shall consist of two companies, each consisting of a captain, at a salary of fifteen hundred dollars per annum, payable monthly; a lieutenant, at a salary of twelve hundred dollars per annum, payable monthly; a first sergeant, at a salary of eleven hundred dollars per annum, payable monthly; four sergeants, at a salary of one thousand dollars per annum, payable monthly; four corporals, at a salary of nine hundred and fifty dollars per annum each, payable monthly, and forty-five privates, at a salary of nine hundred dollars per annum each, payable monthly.

"The officers and privates of the State police force shall be enlisted for a period of two years, and no one shall be appointed to such force unless he is a citizen of the United States, of sound constitution, good moral character, between the ages of twenty-one and forty years, and able to ride a horse, and shall have satisfactorily passed a physical and mental examination based upon standards to be approved by the Superintendent of State Police.

"It shall be the duty of the Superintendent of State Police to provide for the use of the members of the police force, suitable equipment, including uniforms, arms, and horses, all of which shall be and remain the property of the State, and to make such rules and regulations, subject to the approval of the Governor, as are deemed necessary for the control and regulation of the force.

"The Superintendent of State Police is hereby authorized to establish local headquarters in such places as shall be deemed by him best suited to distribute the force throughout the several sections of the State, where they will be most efficient in carrying out the object of this act, and for that purpose he is hereby authorized to rent suitable buildings for accommodation of the members of the force, and their equipment, and stables for the accommodation of horses.

7. "The several members of the State police force are hereby authorized and empowered to make arrests, without warrant, for all violations of the law which they may witness, and to serve and execute warrants issued by the proper local authorities. They are also authorized and empowered to act as forest, fire, game and fish wardens and inspectors of motor vehicles, and in general to have the powers and authority conferred by law upon members of the police force of the cities of this State or constables of the several townships. They shall, wherever possible, co-operate with the police and constables of the several municipalities in detecting crime, apprehending criminals and preserving law and order throughout the State.

8. "The sum of two hundred thousand dollars, or so much thereof as may be necessary, be and hereby is specifically appropriated to pay the salaries and expenses necessary to carry this act into effect, the same to be paid out by the Treasurer of this State, upon warrants drawn by the Comptroller, as bills therefor shall be presented and approved by the Superintendent of State Police.

9. "All acts or parts of acts inconsistent with the provisions of this act be and they hereby are repealed, and this act shall take effect immediately."

The following is a draft of Section 8 as it was finally amended:

"8. The sum of two hundred thousand dollars, or so much thereof as may be necessary, to pay the salaries and expenses necessary to carry this act into effect shall become available only whenever the same is included in any supplemental or annual appropriation bill, the same to be paid by the Treasurer of this State, upon warrants drawn by the Comptroller, as bills therefor shall be presented and approved by the Superintendent of State Police."

The extent of the agitation both for and against the proposed system made it seem advisable to begin an impartial study of the actual facts of the situation in order to determine whether or not there was a need for additional protection. During 1915, therefor, a preliminary survey was made by the Bureau of State Research of the need for rural patrol. During the past year the study has been extended to include all aspects of the need for a State police. The present report completes the final study by the Bureau.

The Movement in New York. The movement for a State police has also taken tangible form in the State of New York. The 1916 session of the Legislature considered a bill, sponsored by the committee for State police, which was practically a duplicate of the Pennsylvania statute. The bill was passed by the Senate by a majority of one vote, but was defeated in the Assembly by a vote of 60 ayes, 69 nays, and 21 not voting.

The campaign for a State police has been actively prosecuted during the past year and has again been carried to the Legislature. The emphasis in the New York agitation has been placed more upon the need for rural protection than upon better riot policing. The conditions upon which the proponents of the system are basing their contentions are indicated briefly in the following resolution adopted recently by the New York State Agricultural Society:

"WHEREAS: The rural sections of the State are not adequately protected, and rural crime, by reason of defective and inadequate machinery, is not prevented, detected, or punished with the certainty and efficiency which the safety of our people demands; and

"WHEREAS: The improving [illegible]ur highways and the increasing common use of the automobile are together making even remote country districts easily accessible to the criminal classes of the city; and

"WHEREAS: Petty thieving and lawlessness are steadily increasing in the rural districts; and

"WHEREAS: The safety of users of our highways is increasingly menaced by reckless motorists, speed fiends, intoxicated drivers, and drivers without light; and

"WHEREAS: There is before the Legislature a measure for the better policing of the rural districts and highways through the creation of State constabulary like Pennsylvania's; therefore, be it

"RESOLVED: That we, the officers and members of the New York State Agricultural Society, do heartily endorse the establishment of such a force and urge upon the Legislature the enactment of an appropriate statute."

On January 31st, a State police bill was introduced in the Senate by Senator O. L. Mills, of New York. The bill is modeled closely after the Pennsylvania statute, provides for 232 men, and carries an appropriation of $500,000. It differs from the Pennsylvania statute, however, in a few respects:

(1) It places the superintendent's salary at $5,000 instead of $3,000.
(2) It provides two deputies instead of one.
(3) It provides for four more men on the force.
(4) It makes the appointment of members by the superintendent subject to the provisions of the Civil Service law.

The bill was referred to the Finance Committee of the Senate, of which Senator Henry M. Sage is Chairman.

The Movement in Massachusetts. While Massachusetts has a sort of State police system in its district police, the whole department is so encumbered by multifarious duties of divers kinds that it is extremely difficult to pick out a responsible police force and to analyze its work. Last year a commission was appointed with the idea of investigating the entire police system both of the State and of the localities and with particular reference to the advisability of establishing a full-fledged State police force. The members of the commission were Walton A. Green, Chairman, Editor and Publisher of "Boston Journal;" Russell B. Lowe, Manufacturer, and D. Chauncey Brewer, Lawyer. The report of the commission to the Legislature in January, 1917, appears to be one of the most significant State papers gotten out in recent years and is worthy of careful perusal. The whole report is in the Appendix. (*a*)

The summary of their recommendations, as taken from the report itself, follows:

SUMMARY OF RECOMMENDATIONS OF MASSACHUSETTS COMMISSION.

The establishment of a State-wide Police System embracing every police activity in the Commonwealth, under the authority of a State Commissioner of Police. The Commissioner to appoint not more than five (5) *Deputy Commissioners; each Deputy Commissioner to have charge, under the Commissioner, of some special branch or department of police work common to the entire State.*

The State to be divided into five administrative districts, each in charge of a District Commissioner resident in the district, and appointable by the State Commissioner. Function of District Commissioners to be supervisory connecting links between State and local authorities. Function of Deputy Commissioners to be personal departmental assistants with duties in the State at large.

The District Police to be abolished, its Detective Division and other police functions taken over by the State Commissioner of Police, and its inspectorial duties transferred to the existing State department or departments best fitted to handle them.

Metropolitan Park Police to be continued under administration of Metropolitan Park Commission, but subject to authority of State Commissioner of Police.

All city and town police and police chiefs appointable by local authority, as at present, but subject to approval and removal by State Commissioner under Civil Service rules.

All police in all cities and towns to be placed under Civil Service.

Police Commissioner of Boston to be ex-officio District Commissioner also of one of the five State divisions to be known as "The Metropolitan District" and to comprise Boston and the adjacent territory now known as the Metropolitan District.

Police Commission of Fall River to be relieved of its police duties, but to continue its handling of excise matters. Police head and other officials to be appointed by mayor or city government, subject to approval of State Commissioner as in case of all other cities and towns.

Militia to be relieved of the usual strike, strike-riot, and other police work to which it is now liable, and to be subject hereafter for internal State service only upon call of the Governor in time of grave public danger.

Police duties of which the militia is relieved to be undertaken by an organization of mounted and unmounted policemen, to be designated by the State Commissioner of Police from ranks of city policemen now in active service, but to remain in respective cities until called for emergency service.

Summer camp to be established for two weeks' annual training of city police as above, and for such other detachments as Commissioner may elect.

The gradual development of an automobile and motorcycle Rural Patrol, whose principal function shall be the patrolling of highways, the enforcement of automobile laws, the protection of thinly populated sections, and the prevention and prosecution of rural crime in co-operation with local authorities.

(*a*) See Appendix, part III.

4—Digest Chart of State Police Laws in Pennsylvania, Massachusetts, Connecticut, Nevada and Texas.

A digest chart follows of all the pertinent provisions in the most important State police statutes now obtaining in the United States.

Summary Analysis of State Police Statutes of Pennsylvania, Massachusetts, Connecticut, Nevada and Texas

WHAT ORGANIZATION OF THE FORCE IS PROVIDED?

	Head of Commander	Personnel of Force	Appointment or Enlistment	Qualifications	Pension System	Power to Remove
Pennsylvania State Police Force	1. Superintendent appointed by Governor with consent of Senate for four years. Salary $3000 Bond $20,000. 2. Deputy, appointed by Superintendent, Salary $2500.	1. Four troops—57 men each. 1 Captain..... $1800 1 Lieutenant... $1500 1 First Sergeant $1200 4 Sergeants.....$1100 4 Corporals..... $950 1 Blacksmith (Corporal)... $950 45 Privates..... $900	1. Appointed by Supt. 2. Enlistment period—2 years. 3. Extra compensation of $5 monthly for second and third continuous enlistments.	1. Pysical and mental examination. 2. U.S. Citizen 3. Sound Constitution. 4. Able to ride. 5. Good moral character. 6. 21-40 yrs. of age.	No Provision	No Provision
Massachusetts District Police (Detectives)	1. Governor is head and appoints entire personnel except stenographic force which is hired by chief.	1. Chief of Dep't, $3000 2. Deputy Chief. 2. Detective Division. 3. Captain of Detectives.....$2000 4. 15 privates, salaries range from $1500 to $1750, depending on length of service.	1. Appointed by Governor for term of three years.	No provision	1. Incapacity, old age, or 20 yrs. service entitles to pension of half of salary.	Governor may remove.
Connecticut State Police	1. Five Commissioners appointed biennially by judges Superior Court. No salaries. 2. Superintendent and Asst. Supt elected by Comm. term 2 yrs. Salaries $3000 and $2000, bonds $10,000 and $5000. May be removed for cause.	1. Five to 15 men appt'd by Comm. on recommendation of Supt. 1 Captain, $1800 day 1 Lieutenant, $4.75 day 1 Sergeant, $4.25 day Privates not over $4.00 day. 2. Bonds to be fixed by Commission. 3. All "legitimate" expenses on duty paid by state.	1. Term, during pleasure of Commission, provided that 2. Supt may discharge any in excess of five.	No provision	State aids private police pension organization.	1. Commission may remove. 2. Supt may dismiss in excess of five. 3. Supt may suspend pending hearing before Comm.
Nevada State Police	1. Superintendent, appointed by Governor. Removable without notice. Must be over 30 yrs. of age. Salary $3600, bond $5000.	1. Force may consist of 1 Inspector.....$2400 4 Sergeants.....$1800 25 Privates.....$1500 250 Reserves, $20 a month, reserve; $5 a day, active. 2. State pays expenses on duty.	1. Appointed by Supt subject to approval by Governor. 2. Term, 1 year. 3. Leaving force before acceptance of resignation is misdemeanor.	1. U.S. citizens 2. 6 month residents of state. 3. Good moral character. 4. Never convicted of felony. 5. Pass examinations. 6. Inspector to be competent military authority.	No provision	Superintendent may remove.
Texas Rangers	1. Governor is head and appoints captains and quartermaster.	1. Not over four companies of mounted men and one quartermaster. 2. Company— 1 Captain, $100 month 1 Sergeant $50 month 20 Privates $40 month	1. Captains and quartermaster appt'd and removed by Gov., term 2 years. 2. Privates enlisted according to regulations of Gov. and Adj. General.	No provision	No provision	1. Gov. can remove his appointees. 2. Gov. can order disbandment or reorganization at any time.

	Headquarters	Equipment and Supplies	General Administrative Powers of Head of Force	WHAT ARE POLICE POWERS AND DUTIES OF FORCE? General Powers	Relation to Local Authorities
Pennsylvania State Police Force	1. Harrisburg, Bookkeeper $1500 Stenographer $1200 3. Superintendent authorized to procure local quarters by lease or otherwise.	1. Members to be provided with arms, uniforms, equipments, and horses. 2. No mention of barracks, rations or forage.	1. To make necessary rules and regulations, subject to approval of Governor	1. Arrest, without warrent, for witnessed violations. 2. Execute warrants issued by local authorities. 3. Fish, fire, game, and fish wardens. 4. General powers of constables. 5. Intended to replace corporation police.	1. Wherever possible Force shall co-operate with local authorities in detecting crime, etc.
Massachusetts District Police (Detectives)	Boston	No provision	1. Chief shall make all necessary rules, subject to approval of Governor. 2. Chief may detail inspectors for service in detective division.	1. All powers of constables and police officers, except service of civil process.	1. Suppress riots at command of Governor. 2. Local peace officer shall aid Governor in performance of police service when called upon.
Connecticut State Police	1. Hartford. 2. Supt. may hire office assistance to $2000 year.	1. Men to be reimbursed for "legitimate expenses." 2. Supt. may buy nessesary supplies.	1. Commission—appoint and remove personnel, make rules and regulations, prescribe duties, etc., adm inister oaths, and summon witnesses. 2. Supt—immediate charge of department.	1. On request local or state officers shall assist in investigation and detection of crime and enforcement of motor vehicle law. 2. Statewide power of constables in gaming and liquor cases 3. Use best endeavors to prevent crime.	1. Local officers to give "reasonable assistance" to members of force within their jurisdiction to assist Supt anywhere in state—compensation not over $5 day and expenses.
Nevada State Police	1. Carson City	Equipment and office supplies to be furnished by Board of Capitol Commissioners.	1. Martial law, U. S. army rules apply. 2. Rules and regulations made and enforced by Supt, subject to approval by Governor.	1. General powers of peace officers, except to serve civil process. 2. Power to suppress riots. 3. Power to arrest for violations of state and federal laws.	1. To co-operate with local authorities in detecting crime, etc. 2. To command assistance of local authorities in suppressing riots.
Texas Rangers	No provision	1. Men furnish horses and uniforms and pay for arms. 2. State provides food, forage, camp equipage, and ammunition.	1. Governor and Adj. Gen'l to make rules for enlistment, discipline and employment.	1. All powers of peace officers. 2. Aid regular authorities in execution of laws. 3. Make arrests, and serve criminal process.	1. May accept services of volunteers without pay. 2. Must convey prisoners to county where charge is made and deliver to proper officer.

CHAPTER III

The Pennsylvania State Police

1—History of the State Police System in Pennsylvania

Pennsylvania established its system of State police in 1905 in order to control the acute criminal problem of its mining districts. Not only had there been frequent and destructive industrial riots, but secret bands of foreigners, similar to the notorious Molly Maguires of forty years ago, often terrorized the communities surrounding the mining centers. The year 1902 was the culmination of a period of industrial disturbances. In that year 4512 private police commissions were granted by the Governor. The calling out of the National Guard for two months, in connection with the strike at Hazleton, cost the State $995,000.

Before the establishment of the State police, strike riots were policed either by the National Guard plus private guards, or by the private corporation guards alone. The method of commissioning guards, who were appointed and paid by the corporations, began in Pennsylvania in 1865 and has continued to the present day. Some safeguards had been placed around their appointment, but the idea that a strike riot should be policed by the "coal and iron police," as they were called, or by one side to the industrial controversy, gave rise to much dissatisfaction and led to the establishment in 1905 of the State police system. Governor Pennypacker, in his message to the Pennsylvania legislature in 1905, recommended a State police system, declaring the principle of depending on the corporation police for riot duty was wrong. The Governor argued: First, that in case of industrial disturbances the law must be enforced; second, that the police power should not be delegated, especially not to one of the two parties to the controversy; and third, that the State itself should assert its police power by means of a State-wide police system. The Governor further said: (*a*)

> "They (the State police) could be utilized in place of corporation police, game wardens, fish wardens, forest wardens, and officers of different boards and commissions exercising police authority and would enable the Executive 'To take care in cases of emergency that the laws be faithfully executed'—and they would be likely to inspire a confidence not now felt."

The statute itself, after laying down the general duties and powers of the force, reads in part: "And (the members) are intended, as far as possible to take the place of the police now appointed at the request of the various corporations." (*b*)

The particular need, therefore, which the State police was created to meet, arose out of the industrial problem and the foreign problem of the State. The final location of the four barracks by the Superintendent of State police, after a survey of the need, is a recognition of the mining centers of the State as the points of greatest need. Two of the barracks are situated in Eastern Pennsylvania in the anthracite region, only fifty miles apart; the other two are situated forty-five miles apart, in the bituminous region of Western Pennsylvania.

The most striking feature of the history of the Pennsylvania State police is the permanency of the system, the lack of variation and change both in the law and in the organization. Since 1905 the law has been changed only once. In 1911 an amendment was passed increasing the pay of the men. The permanency of the organization is due to its non-political character. Major John C. Groome was appointed the first Superintendent of State Police and still fills that position, although there have been three changes of Governors during his incumbency. Ever since the inauguration of the system, when Major Groome repelled the "courtesy" recommendations of the political leaders by threatening his resignation, there has been no "politics" in the State police, from the head to the foot.

Every session of the Pennsylvania legislature, however, witnesses a more or less acrimonious fight over the retention and extension of the State police system. Organized Labor appears to be irreconcilably opposed to the State police because of its activity in connection with industrial disturbances. In 1913, a bill was introduced and supported by the State Federation of Labor which provided in part that "the State police shall not, under any circumstances, be called out to act in case of any strike or lockout, or in any dispute or trouble growing out of the relationship between employers of labor and their employees." In 1913 and in 1915 efforts to increase the pay and the number of the State police force were defeated.

2—The Organization and Administration of the Pennsylvania State Police

a. Organization of Department.

Head of Force. The Pennsylvania statute (*a*) provides for a Superintendent of State Police appointed by the Governor with the consent of the Senate for a term of four years and with a salary of

(*a*) THE PENNSYLVANIA STATUTE.

An act creating the Department of State Police; providing for the appointment of a Superintendent thereof, together with the officers and men who shall constitute the force; defining their powers and duties, and making an appropriation for the expenses connected therewith.

Section 1. Be it enacted, etc., That there is hereby created and established the Department of State Police; the head of which shall be the Superintendent of State Police, to be appointed by the Governor, by and with the advice and consent of the Senate, to serve for a term of four years from the date of this appointment, and who shall receive a salary of three thousand dollars per annum, to be paid quarterly upon warrant of the Auditor General drawn on the State Treasurer.

Section 2. The Superintendent of State Police shall be provided by the Board of Public Grounds and Buildings with suitable offices at the Capitol, in Harrisburg, and shall give a bond to the Commonwealth in the sum of twenty thousand dollars, for the faithful performance of his duties. He is authorized to appoint a deputy superintendent, at a salary of two thousand five hundred dollars per annum; one bookkeeper, at a salary of fifteen hundred dollars per annum, and one stenographer, at a salary of twelve hundred dollars per annum.

Section 3. He is also authorized to appoint the State Police Force, which shall consist of four troops, each consisting of a captain, at a salary of eighteen hundred dollars per annum; a lieutenant, at a salary of fifteen hundred dollars per annum; a first sergeant, at a salary of twelve hundred dollars per annum; four sergeants, each at a salary of eleven hundred dollars per annum; four corporals, each at a salary of nine hundred and fifty dollars per annum; one blacksmith with rank of corporal, at a salary of nine hundred and fifty dollars per annum; and forty-five privates, each at a salary of nine hundred dollars per annum.

The members of the State Police Force shall be enlisted for a period of two years; and each member of said State Police Force shall receive an increase in pay of five dollars per month during a second continuous enlistment, and an additional increase in pay of five dollars per month during a third continuous enlistment.

No applicant shall be appointed to the State Police Force until he has satisfactorily passed a physical and mental examination, based upon the standard provided by the rules and regulations of the police force of the cities of the first class; in addition to which each applicant must be a citizen of the United States, and of sound constitution, able to ride, of good moral character, and between the ages of twenty-one and forty years.

Section 4. It shall be the duty of the Superintendent of State Police to provide for the members of the Police Force suitable uniforms, arms, equipments, and, where it is deemed necessary, horses; and to make such rules and regulations, subject to the approval of the Governor, as are deemed necessary for the control and regulation of the Police Force. It shall also be the duty of the Superintendent to establish local headquarters in various places. For that purpose he is hereby authorized to do so, by lease or otherwise, so as best to distribute the force throughout the various sections of the Commonwealth, where they will be most efficient in carrying out the purposes of this act to preserve the peace and to prevent crime.

Section 5. The various members of the police force are hereby authorized and empowered to make arrests, without warrant, for all violations of the law which they may witness, and to serve and execute warrants 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 Force shall, wherever possible, co-operate with the local authorities in detecting crime, and apprehending criminals, and preserving the law and order throughout the State.

Adopted May 2nd, 1905.

Sections 2 and 3, adopted June 1st, 1911.

(*a*) Legislative Record, Pennsylvania, 1905, page 3804.
(*b*) See Statute, Act 227, Session Laws of Pennsylvania, 1905, Section 5.

$3,000 per year. A deputy superintendent at $2,500, a bookkeeper at $1,500, and a stenographer at $1,200 are appointed by the Superintendent. No specified qualifications are required of the Superintendent, but he must give a bond for $20,000.

Personnel of Force. The personnel of the police force consists of 228 men divided into four barracks of fifty-seven men each. The number, rank, and pay of the men in each of the four barracks are as follows:

1	Captain	$1,800
1	Lieutenant	1,500
1	First Sergeant	1,200
4	Sergeants	1,100
4	Corporals	950
1	Blacksmith	950
45	Privates	900

Enlistment Qualifications. The term of enlistment for the members of the force is two years, but continued enlistment is encouraged by an increased pay of five dollars per month during a second continuous term, and a further increase in pay of five dollars per month during a third continuous term. The eligibility requirements of the law provide that:

> "No applicant shall be appointed to the State Police Force until he has satisfactorily passed a physical and mental examination based upon the standard provided by the rules and regulations of the police force of the cities of the first class; in addition to which each applicant must be a citizen of the United States, and of sound constitution, able to ride, of good moral character, and between the ages of twenty-one and forty years." (*a*)

In addition to laying down the foregoing qualifications, the statute vests in the Superintendent a wide discretion to make and apply supplementary rules of enlistment. As the organization has actually been worked out by Major Groome, it partakes largely of the nature of a military body, with military customs and spirit. When the force was first organized in 1905, Major Groome examined over a thousand applicants for places. By strict physical, mental, and character examinations, he finally selected 193 officers and men, who came from nineteen different States, and ninety per cent. of whom had seen service in the United States army. It is Major Groome's general practice not only to require army service of his candidates, but to demand an honorable discharge with "excellent character." The idea behind this requirement is that it is the best recommendation a man can show for discipline. The additional requirement is also laid down that all privates must be unmarried men.

Kind of Recruits. In his testimony before the Commission on Industrial Relations in 1915, Major Groome said, "Of the 230 officers and men on the force today, 225 have seen service in the regular army." (*b*) The length of service of the members of the force is indicated by the Superintendent's statement in 1914, which is as follows: "The increased pay for the men of the force, provided by the legislature in 1911, has had the effect of enabling the Department to retain the most desirable men and today there are 156 men who are serving their second, third, fourth or fifth enlistment." (*c*)

(*a*) See Section 3 of Statute.
(*b*) Taken from hearings before Commission on Industrial Relations, held May 8th, 1915. (Page 7, Groome's testimony.)
(*c*) Taken from 1914 annual State Police Report to the Governor, page 3.

Instruction of Men. As soon as a recruit has been admitted to the force, he is given a four months' training course in the Pottsville barracks. This intensive course of training consists in the ordinary courses of physical exercise such as target practice and riding; it includes also courses of instruction in the criminal, game, road, health, and forestry laws of Pennsylvania. The instruction in the duties of the State policemen does not stop with the four months' period, but is continued by means of periodic class lectures throughout the enlistment term.

Removal of Men. The Pennsylvania law contains no provision for the removal of the personnel of the force. Major Groome is responsible both for the appointment and the dismissal of the men. Although the discipline as laid down by him is not military in its rigor, and desertion cannot be punished as it is in the army, yet the Major has improvised a court of discipline, which gives each man who has broken discipline a thorough hearing before his officer. The findings of the court are then placed before Major Groome who passes on the case, and either fines or discharges the man. It is an inflexible rule that no man who has once been dismissed shall ever be re-enlisted.

It has often happened, particularly before the year 1911 when the pay was increased, that men left the service for better paying private positions. Most of the resignations, therefore, have been attributed by the Superintendent to the meagerness of the pay before 1911. An incomplete record of removals, as gleaned from the annual reports, is shown in the following table:

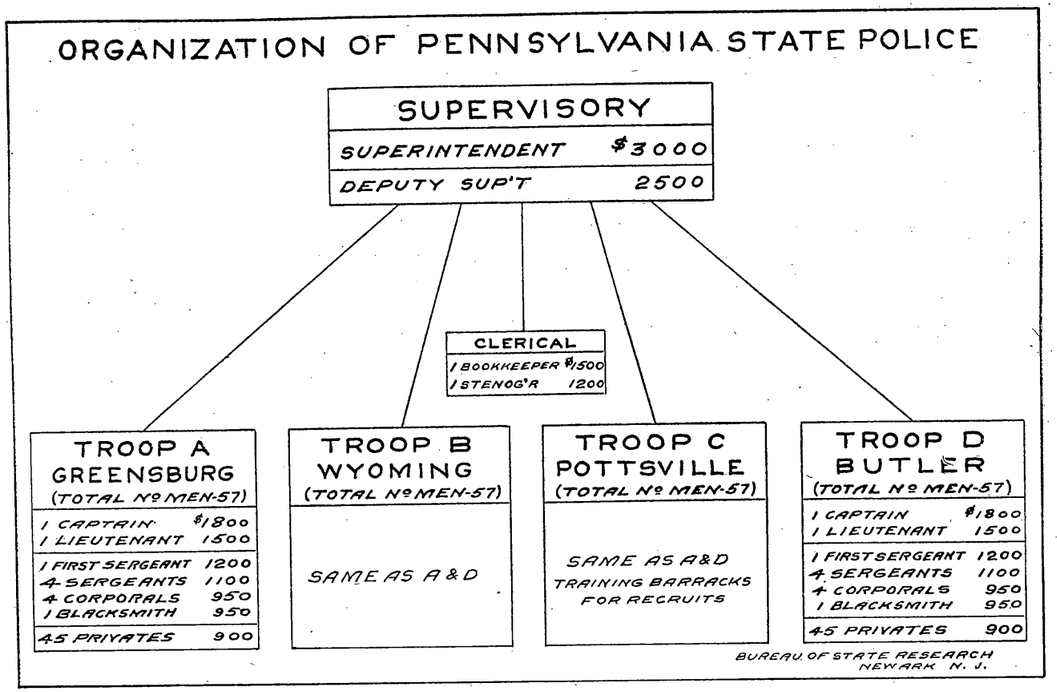
Year.	Resignations.	Dismissals for violating orders.	Desertions.
1907	50	27	3
1908	32	24	2
1909	73	32	7
1910	82	40	16
1911	24	33	3
1906	..	..	..
1913	42	25	6
1914	..	..	..
1915	..	..	..

Major Groome's testimony before the Commission on Industrial Relations (*a*) places the number of dismissals for violation of orders in ten years at 166. The 1914 annual report also states that:

> "There have been no deaths during the year, this being the ninth consecutive year without a death from natural causes. During the nine years the force has been in active service, eight of its members have been killed in line of duty and twenty have been dangerously wounded, eight of whom are crippled for life." (*b*)

Chart of Organization. The following chart shows the organization of the Pennsylvania State Police, dividing the total personnel of the department into five divisions—supervisory, clerical, commissioned officers, non-commissioned officers, and privates:

(*a*) From hearings before Commission on Industrial Relations, held May 8, 1915. (Page 28, Groome's testimony.)
(*b*) 1914 annual report to Governor, page 3.



b. Administration of Department.

Headquarters. In regard to the location of central and local headquarters, the Pennsylvania statute provides that: "The Superintendent of State Police shall be provided by the Board of Public Grounds and Buildings with suitable offices at the capitol, in Harrisburg," (*a*) and "it shall also be the duty of the Superintendent to establish local headquarters in various places. For that purpose he is authorized to do so, by lease or otherwise, as best to distribute the force throughout the various sections of the Commonwealth, where they will be most efficient in carrying out the purposes of this act to preserve the peace and to prevent crime." (*b*)

Major Groome has provided, in accordance with his legal discretion, two sorts of stations for the location of his force. All the members of the force are attached to one of the four local, permanent headquarters, called barracks. In addition to these, however, a variable number of temporary "substations" are established each year as headquarters for groups of three or four patrolmen.

Equipment. According to the law, "It shall be the duty of the Superintendent of State Police to provide for the members of the police force suitable uniforms, arms, equipments, and, where it is deemed necessary, horses." (*c*)

The entire force is uniformed and mounted, although a few plain clothes men have been trained for use in cases of emergency or for investigating requests for assistance. Each policeman is armed with a .38 calibre Colt revolver, a 22-inch wooden baton (or billet—popularly known as a "riot stick"—"that will sink in water"), and a .45 calibre Springfield carbine. Forage for the horses is furnished by the State, but the men must pay for their own subsistence. When lodging in the barracks, the men pay for their board on a co-operative club basis. When away from the barracks, they are given $2 per day expenses, but in either case the final cost to the men is about the same, averaging fifty-five or sixty cents a day.

(*a*) See section 2 of the Statute.
(*b*) See section 4 of the Statute.
(*c*) See section 4 of the Statute.

Administrative Powers of Superintendent. The provision of the statute defining the general administrative powers of the Superintendent of State Police is very brief, but comprehensive: It shall be the duty of the Superintendent of State Police "to make such rules and regulations, subject to the approval of the governor, as are deemed necessary for the control and regulation of the police force." (*a*)

The statute was drafted on the principle that the statute should lay down only the fundamental framework of the system and that the working out of the various details should be left to the discretion of the administrator. As a matter of fact, there are few statutes anywhere that include so few directions to and checks against the administrative officer concerned. The merit of this idea, as distinguished from a detailed definition of powers, is that a good administrator has room for working out an efficient adjustment to the circumstances of his work. The danger of the idea, on the other hand, is the possibility of abuse, should the wrong sort of man be appointed to the superintendency. Fortunately, Pennsylvania has reaped the benefits without the abuse of this freedom. Few complaints have been heard that Superintendent Groome has not wisely and carefully used his discretion in executing the purpose of the law. This attitude toward the personal administration of the Superintendent is distinct from opposition to or support of the Pennsylvania State police as a system.

(*a*) See section 4 of the Statue.

The Superintendent's "Discretion." The discretion of the Superintendent extends, among other things, to:

1. Deciding what requests for assistance from local authorities or State departments shall be answered.
2. Formulating rules for the enlistment and training of recruits.
3. Formulating rules of discipline.
4. Punishing and removing members of the force.

The comparatively small amount of friction between the State police and the local officers is due largely to the conservative and careful attitude of Major Groome in fulfilling the legal provision that: "The State police shall, wherever possible co-operate with the local authorities in detecting crime, etc. * * *" The investigation of requests, and a forbearance in interfering with municipal officers have done much to make the State police a "co-operating" rather than an "interfering" force in the police problem of the State.

The type of men on the force, the requirements that they shall be unmarried and shall have had army exprience, the kind of training given them, and their behavior on duty are all the outcome of Major Groome's "discretion."

Personal Character of Policemen. It is difficult to describe the type of policeman that the military temper of the Pennsylvania system has produced. There seems to be no question as to the hardihood, courage, and determination of the men. Their army experience warrants an immediate and unquestioning obedience to their superiors, no matter what the orders are. In fact, it is the military and physical prowess of the men that makes the strongest impression on casual observers. A casual question put to several Pennsylvanians as to the type of State policemen has almost always brought forth some such immediate response as this: "They can shoot down a nigger a mile off." This remark, of course, has to do with ability rather than personal character. In December last, one of the bureau's investigators made an intensive study of the Wilkes-Barre strike. His report of his interview with one of the lieutenants includes a statement on personal character which is probably very near the actual state of affairs. His report reads, in part:

> "As far as I could judge, he (the lieutenant) was a straight forward, well meaning man, who faced problems as they arose; who was not a man of wide horizon but of great determination. On the whole, he and the other men I saw at the barracks seemed to be rather above the type of policeman in Wilkes-Barre, but removed from the mass of men in feelings and point of view."

At any rate, that is the type of man one would expect to see developed according to the following educational formula of Major Groome: (*a*)

> "So far as I am concerned, I would prefer a man who does not know the population of Rome, the height of the Himalaya Mountains, or whether the Duke of Wellington was a man, a trotting horse, or a brand of smoking tobacco. I'll teach him all that is required of a State policeman. But he must be fearless, have a good character, and a whole lot of common sense. If he can read and write and do simple sums in everyday arithmetic, he is fit educationally, to maintain order and prevent crime."

The most striking commentary on the personal character of the Pennsylvania State policemen is the list of opinions returned by the local agricultural societies of the State in reply to a questionnaire. It is indeed remarkable that out of 220 opinions on personal character, only five should be an unequivocal impeachment. For the digest of the replies to the questionnaires giving the remarks on Personal Character, see Part IV., section 4.

(*a*) Major Groome quoted in Philadelphia Record of April 19th, 1914.

Discipline. The system of discipline that has been worked out by the Superintendent is such as to encourage rather than to hamper the attainment of a high standard of conduct. As was pointed out before, discipline cases have always received a fair hearing, and judgments have never been summary. The nature of the general orders which govern the conduct of the force is indicated by the two following excerpts quoted as from Major Groome by the *New York Times* in its issue of September 15, 1912:

> (1) "A man can be a gentleman as well as a policeman. He must treat everybody with respect. If he starts after a criminal he MUST get him. He must never fail, save in self-defense. He must never strike a prisoner after an arrest, and *Each Constable Must Be Equal to One Hundred Foreigners.*"
>
> (2) "Four brief rules when closing on malefactors are:
>
> 1. Be sure you're right.
> 2. Draw weapons when opposed.
> 3. When drawn, use them.
> 4. When used, use them effectively.
>
> "The result of these rules is that when a State policeman gets through with a man, the man has been arrested or one of them is dead."

3—Work Done by the Pennsylvania State Police.

a. Police Powers and Duties of the Force.

Section 5 of the Pennsylvania statute defines the general powers and duties of the State police force as follows:

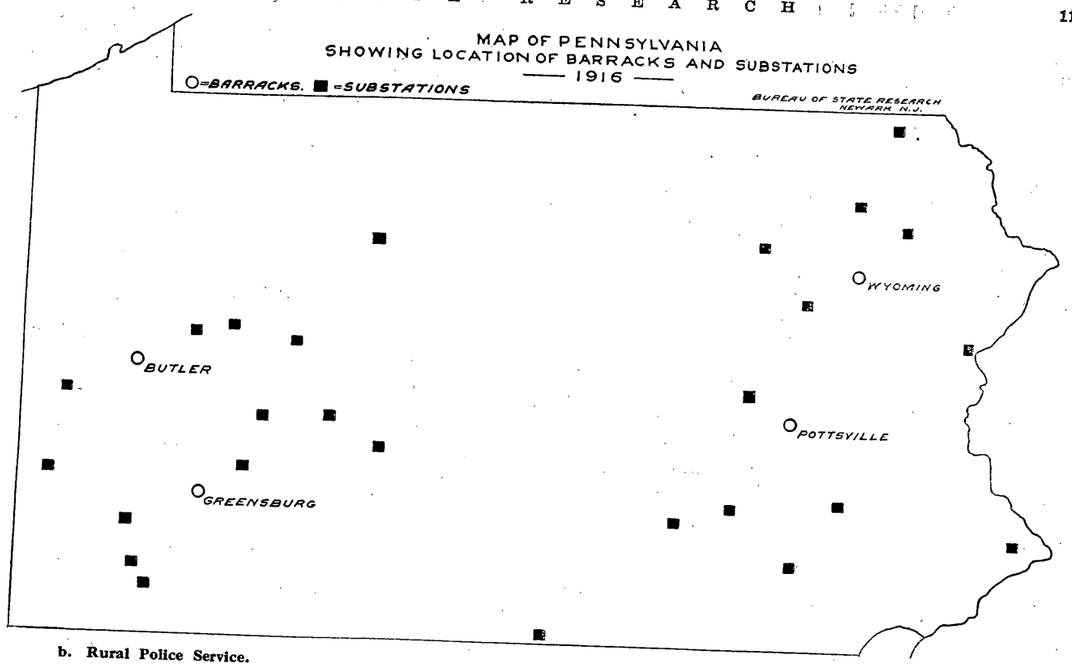
> "The various members of the police force are hereby authorized and empowered to make arrests, without warrant, for all violations of the law which they may witness, and to serve and execute warrants issued by the proper local authorities. They are also authorized and empowered to act as forest, fire, game and fish wardens; and in general, to have the powers 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."

Regarding its relation to local authorities, the law provides that:

> "The State police force shall wherever possible, co-operate with the local authorities in detecting crime, and apprehending criminals, and preserving the law and order throughout the State."

It will be seen that the extent to which the State police may "co-operate" with the local authorities is not definitely determined by statute, but is left rather to the discretion of the Superintendent. As has already been pointed out (in the Subdivision of Part II.—the General Administrative Powers of the Head of the Force)—Superintendent Groome's attitude in relation to the local authorities is conservative and leads to very few complaints of "interference."

Given the foregoing statutory powers and duties, what actual methods and results have been worked out in the ten years of the life of the organization? For purposes of analysis the work of the State police can be divided into two parts,—first, rural police service, and second, riot police service. Occasionally these two classes are not mutually exclusive as they should be in a strictly logical classification; nevertheless, the classification is extremely practical, because on the whole these two phases of work are decidedly distinct from each other. "Riot police service," in this connection refers to the service of the State police in industrial centers in consequence of industrial disturbances. "Rural police service" includes practically all the rest of its work.



b. Rural Police Service.

1. RURAL PATROL.

Sub-stations. In order to act as fire, forest, fish, and game wardens and in order most effectively to enforce the ordinary criminal laws in the rural sections, the State policemen are distributed in temporary local headquarters called "sub-stations." The location of sub-stations is almost always in answer to requests for assistance and to the most urgent need. The sub-stations are more or less temporary centers of patrol for from three to five State policemen, who ride their rounds as city policemen walk their beats.

The number of sub-stations which have been established during the different years is shown incompletely in the following table. The figures have been taken from the annual reports:

Years.	Number of Sub-stations.
1907	40
1908	34
1909	51
1910	77
1911	—
1912	47
1913	53
1914	—
1915	—
1916	30

The situation in 1916 may be studied more in detail, although the extensive riot police service of the year made the number of sub-stations and the rural patrol smaller than usual. The exact state of affairs in 1916 is thus described by Major Groome:

> "I also enclose a list of the sub-stations that were in existence the early part of this year, some of which in the eastern part of the State had to be withdrawn owing to the fact that the two eastern troops were needed to assist the sheriff in maintaining law and order in Luzerne County owing to the industrial disturbances caused by the Wilkes-Barre trolley strike. These men are now being gradually withdrawn and some of the sub-stations have been re-established, and as soon as the conditions warrant it, both troops will be withdrawn and the sub-stations re-established according to the enclosed list." (*a*)

The list of sub-stations referred to is as follows:—

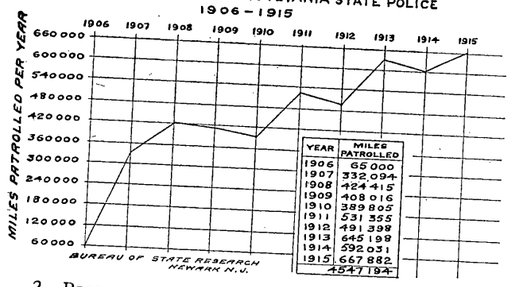
Town.	County.
Susquehanna	Susquehanna
Nicholson	Wyoming
Peckville	Lackawanna
Wyoming	Luzerne
Retreat	Luzerne
Lopez	Sullivan
Stroudsburg	Monroe
Langhorne	Bucks
Mt. Carmel	Northumberland
Pottsville	Schuylkill
Paxtang	Dauphin
Antville	Lebanon
Reading	Berks
Hellers Church	Lancaster
Waynesboro	Franklin
St. Marys	Elk
Philipston	Clarion
Cresson	Cambria
Barnesboro	Cambria
Punxsutawney	Jefferson
Indiana	Indiana
Blairsville	Indiana
New Bethlehem	Clarion
Greensburg	Westmoreland
Butler	Butler
New Salem	Fayette
Brownsville	Fayette
Monongahela	Washington
Burgettstown	Washington
Rochester	Beaver

The distribution of these sub-stations over the State can be more readily grasped by inspecting the map given above.

(*a*) Excerpt from letter of Major Groome to Bureau of State Research, Nov. 27, 1916.

Although most of the counties of the State are touched some time during the year, yet the large farming section in the center of the State seldom sees a State policeman. The centers of the rural police patrol service, therefore, coincide with the industrial districts of the State. The explanation of this fact is two fold. In the first place, it is obvious that the force is not large enough to patrol thoroughly every section of the State; and in the second place, the need for police protection is much more urgent in the rural sections surrounding the mining centers and the centers of foreign population than elsewhere.

The number of miles patrolled each year has shown a remarkable growth. The increase is shown herewith both in tabular form and in graph form:



2. Requests for Assistance.

Some of the arrests made by the State policemen are the result of cases in which they themselves discover the crime and then apprehend the criminal. Most of the arrests, however, are brought about as the result of complaints made to the State police by private citizens or local officials. While on patrol and while at the sub-stations, the State policemen are always subject to call, even at night. The official requests are those made by judges, sheriffs, district attorneys, chiefs of police, mayors and justices of the peace.

The incomplete data of the annual reports show the following number of official requests by years:

1910	3555
1911	....
1912	....
1913	2592
1914	4369
1915	3268
	5188

Only a comparatively small ratio of these can be answered, so the practice has grown up of investigating the many requests and selecting only those that indicate the greatest need. The number of requests answered depends upon several factors, but the average year finds many more unanswered than answered. Major Groome, in his 1914 report to the Governor, said:

> "Three thousand two hundred and sixty-eight requests for assistance were received from judges, sheriffs, etc. Three-quarters of these requests could not be responded to, owing to the limited number of men on the force, but whenever possible the necessary assistance was furnished." (*a*)

3. Analysis of Arrests.

During the ten year period from the beginning of 1906 till the end of 1915, the Pennsylvania State police force made 27,650 arrests for 130 different crimes. The totals of arrests, convictions, discharges and undisposed of cases for each year are shown in the following table and summary graph. For a comparison of the number of arrests for different crimes see the foot note to the table, giving the figures in detail.

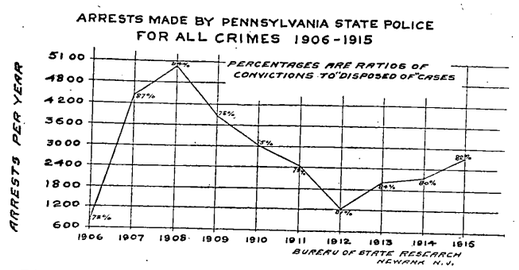
SUMMARY TABLE SHOWING YEARLY AND GRAND TOTALS OF ARRESTS, CONVICTIONS, DISCHARGES, AND UNDISPOSED OF CASES.
PENNSYLVANIA STATE POLICE. (*b*)

Years	Arrests	Convictions	Discharges	Awaiting Trial	Ratio Convictions to disposed of cases.
1906	808	583	....	....	....
1907	4388	3049	454	885	87%
1908	5028	3869	751	408	84%
1909	3799	2613	746	440	78%
1910	2983	2083	684	216	75%
1911	2425	1799	466	160	79%
1913	1144	847	194	103	81%
1914	1960	1544	288	128	84%
1915	2098	1573	375	150	80%
	3027	2348	498	181	82%
Totals	27,650	20,308	4456	2671	82%

(*a*) Report Superintendent State Police to Governor, 1914, page 5.
(*b*) The following table, classifying arrests, is taken bodily from Miss Katherine Mayo's book on the Pennsylvania State Police. (See "Justice to All," appendix A, page 343.) The total annual arrests as given in the summary table above are taken from the annual reports. The discrepancy of ten between the two totals, 27,650 and 27,660, is so slight as to be negligible.

"Arrests, with Dispositions, Made by Pennsylvania State police force since organization, December 15, 1905, to December 31, 1915." (As found on pages 343, 344 and 345 of "Justice to All.")

Charges	Arrests	Convictions	Discharged	Awaiting Trial
Abduction	10	7	3	..
Abortion	5	3	1	1
Absconding witness	48	11	36	1
Accessory to the crime.	92	15	38	39
Adultery	82	38	28	16
Aggravated assault and Battery	641	360	173	108
Arson	89	36	35	18
Assault and battery	3991	2789	684	518
Attempt to kill	249	113	78	58
Bigamy	4	2	1	1
Blackmail	52	20	18	14
Breach of the peace	63	55	3	5
Breaking jail	16	9	4	3
Bribery	2	..	..	2
Burglary	521	306	137	78
Carrying concealed deadly weapons	622	468	75	79
Cockfighting	38	36	2	..
Concealing death of bastard child	4	1	3	..
Conspiracy	213	27	83	103
Contempt of court	11	9	1	1
Counterfeiting	14	8	4	2
Cruelty to animals	162	125	26	11
Cruelty to children	11	8	2	1
Deserter, U. S. Service	3	3	..	..
Desertion and non-support	256	174	35	47
Discharging firearms	70	66	4	..
Disorderly conduct	3927	3666	244	17
Disorderly house	105	76	17	12
Disturbing public assembly	6	5	1	..
Disturbing religious assembly	3	3	..	..
Drunk and disorderly	2234	2080	122	32
Dynamiting	32	9	14	9
Embezzlement	35	26	8	1
Enticing female	5	2	2	1
Escaped prisoner	6	3	..	3
Extortion	6	2	3	1
Felonious assault and battery	272	149	45	78
Felonious poisoning	1	1	..	..
Felonious shooting	89	52	23	14
Felonious use of dynamite	9	2	6	1
Felonious wounding	298	133	93	72
Forcible detainer	5	1	4	..
Forcible entry	14	5	6	3
Forgery	47	28	8	11



The graph pictures very clearly the change in the number of arrests. It is difficult to attribute the general downward tendency of the curve to any one cause, but the probability is that the regular decline after the first two years is due in part at least to the deterrent effect which the State police began to create. It will be remembered that the curve showing the miles patrolled each year is constantly rising.

The most striking thing about the foregoing records of arrests is the high percentage of convictions. For no year after the first has the ratio of convictions to the total "disposed of" cases averaged less than 75 per cent. and the ratio for the whole ten year period is 82 per cent. Without question the cause of this result is the thorough training which is given to the men and the permanency of the force as a whole.

The crimes for which arrests are most frequent are larceny, burglary, assault and battery, disorderly conduct, carrying concealed deadly weapons, violation of the game laws and of the liquor laws, malicious mischief, and rioting. The 1914 annual report mentions the fact that 115 convictions for murder were secured by the State police in the nine years since the creation of the force.

The question has been raised whether or not the many arrests for trespass, assault and battery, drunk and disorderly, etc., were not really arrests for rioting, arising out of special riot police service rather than out of regular rural police service.

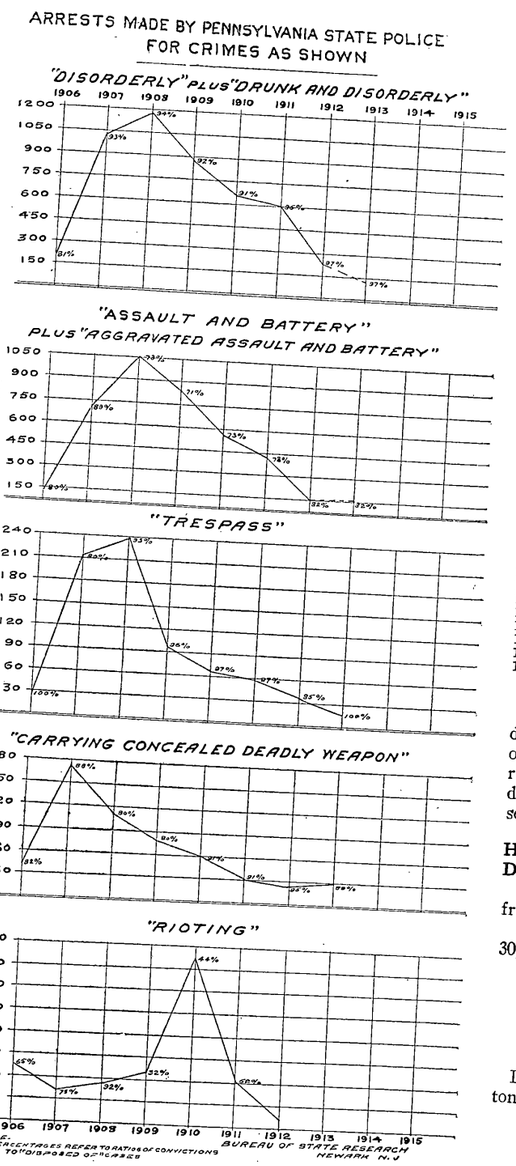
The number of arrests for the most important crimes concerned is shown herewith in tabular form:

TABLE OF ARRESTS FOR TRESPASS, ASSAULT AND BATTERY PLUS AGGRAVATED ASSAULT AND BATTERY, DISORDERLY PLUS DRUNK AND DISORDERLY, CARRYING CONCEALED DEADLY WEAPONS AND RIOTING.

Years	Trespass	Assault and Battery plus Aggravated Assault and Battery	Drunk and Disorderly "Disorderly" plus	Carrying Concealed deadly Weapons	Rioting
1906	24	135	204	40	76
1907	211	692	1017	170	37
1908	237	1047	1171	109	42
1909	96	804	888	78	66
1910	66	566	651	62	223
1911	54	435	604	29	58
1912	33	149	226	23	10
1913	14	218	496	28	..
Totals	335	4046	4257	539	512

Charges	Arrests	Convictions	Discharged	Awaiting Trial
Fornication and bastardy	218	152	27	39
Fortune telling	1	1	..	..
Fraud and false pretense.	542	406	82	54
Fraudulent use of mails.	4	2	2	..
Frequenting disorderly house	25	10	5	10
Fugitive from justice	9	9	..	..
Gambling	561	483	34	44
Highway robbery	139	63	54	22
Horse stealing	83	45	37	11
House breaking	173	113	33	27
Illegal car riding	133	122	11	..
Illegal traffic in drugs	3	2	..	..
Impersonating an officer.	23	16	3	4
Incest	6	1	5	..
Incorrigibility	52	45	7	..
Indecent exposure	80	71	8	1
Inmate disorderly house.	237	194	33	10
Insanity	102	100	2	..
Interfering with an officer	167	105	36	26
Keeping bawdy house	19	17	2	..
Keeping gambling house.	1	..	..	1
Kidnapping	7	2	4	1
Larceny	2210	1440	503	267
Larceny by bailee	7	7	..	..
Lewdness	13	10	3	..
Malicious mischief	552	419	84	49
Mayhem	12	3	5	4
Miscellaneous	167	119	25	23
Misdemeanor	47	36	2	9
Murder	396	126	167	103
Nuisance	61	42	10	9
Pandering	9	7	2	..
Pauper	7	7	..	..
Perjury	45	9	26	10
Pickpocket	12	4	5	3
Pointing firearms	51	38	11	2
Poisoning	3	1	2	..
Rape	225	107	77	41
Receiving stolen goods	161	78	41	42
Reckless driving	25	16	9	..
Resisting arrest	139	88	22	29
Rioting	563	255	209	99
Robbery	292	113	111	68
Runaway	28	26	2	..
Seduction	6	3	..	3
Selling goods without license	64	61	3	..
Sending threatening letters	5	4	1	..
Slander	28	25	..	3
Sodomy	8	2	6	2
Surety of the peace	599	456	82	61
Suspicious character	241	67	172	2
Threats	250	135	53	62
Trespassing	985	844	102	39
Trover	2	2	..	..
Unlawful assembly	5	5	..	..
Unlawful possession of firearms	244	228	13	3
Unlicensed gypsies	13	12	..	..
Vagrancy	709	647	61	1
Violation of auto laws	281	254	18	9
Violation of bail	21	17	..	4
Violation of borough ordinance	12	11	1	..
Violation of election laws.	27	..	24	3
Violation of fish laws	514	438	50	26
Violation of forestry laws	18	15	3	..
Violation of game laws.	456	397	33	26
Violation of health laws	14	13	..	1
Violation of immigration laws	9	9	..	..
Violation of liquor laws	647	405	137	105
Violation of livery laws	40	35	2	3
Violation of medical laws.	4	2	1	1
Violation of mining laws.	20	18	..	2
Violation of parole	10	9	1	..
Violation of postal laws.	2	2	..	..
Violation of quarantine laws	3	3	..	..
Violation of revenue laws	1	..	..	1
Violation of Sabbath laws	295	294	1	..
Violation of school laws	50	40	10	..
Violation of shipping laws	2	..	2	..
Wife beating	2	1	1	..
Witness	90	24	25	41
Total	27,660	20,321	4571	2768

It is believed a careful analysis of the foregoing table will show that there is no time relation between the changes in "Rioting" arrests and the changes in the other arrests,—at least none that would indicate riot service as the cause of the arrests for trespassing, etc. The point can be much more easily grasped, if the foregoing table is pictured in graph form.



The most prominent strike years in the history of the State police are unquestionably 1906, 1910 (the year of the Philadelphia car, Bethlehem Steel, and General Mining strikes), and 1916 (the year of the Wilkes-Barre strike). The curve of arrests for "Rioting" faithfully portrays the effect that the year 1910 would be expected to have. The other curves, however, do not resemble the riot curve in any respect, but agree with the trend of the curve for "Total Arrests," given in a previous paragraph. It cannot then be said that trespassing, assault and battery, etc., are practically speaking the same sort of crime as rioting, or that they result from the same kind of circumstances.

4. Assistance to Other State Departments.

A very important part of the rural police service of the State police force consists of assistance to other State departments. The State departments most benefited by the assistance of the State police are the Department of Health, the Game Commission, the Department of Fisheries, the Department of Forestry, and the Department of Highways. In no case have the patrolmen of the State police displaced the State inspectors or wardens, but in each of the five cases mentioned, at least, they have rendered material aid. Arrests for violations of the road, fish, game, and forestry laws of the State are made by the State policemen both in the regular line of patrol duty and on special patrols requested by the various departments.

The test of the effectiveness of the State police in this respect is not merely the number of arrests, but more particularly the deterrent effect of its patrol. As a matter of fact, its assistance to the Health Department is almost entirely a matter of "emergency patrol" and will not therefore appear in the list of arrests. So it is with the patrolling of forests and the reporting of forest fires. Some idea, however, of the relative importance of this work can be gained from the number of arrests for violations of the fish, game, and road laws, as shown in the following table:—

ARRESTS BY PENNSYLVANIA STATE POLICE FOR VIOLATIONS OF THE FISH, GAME AND AUTO LAWS.

Years	Fish	Game	Auto.
1906	35	25	1
1907	92	52	17
1908	77	36	6
1910	32	80	1
1911	23	40	7
1912	40	31	2
1913	18	45	5
1914	54	83	17
Totals	371	392	46

The extent and nature of the assistance given to the five departments mentioned is indicated by letters from the heads of the departments concerned and by extracts from the official reports. Because the work performed for the departments differs in each case, each department will be considered separately.

Health Department. The Health Department reports often mention the State police in connection with epidemics. The following extracts from the reports show specific instances:—

Smallpox epidemic, Carbondale, Lackawanna County, July 30, 1912.

> "The service performed by the State Department of Police was important and of great value. There was noticeable improvement in the quality of the guard service, less frequent complaints of violation, and, as shown later, decreased transmission of disease." (*a*)

Diphtheria and scarlet fever epidemic, Milsboro, Washington County, November, 1912—Dr. C. B. Wood.

> "On returning to Milsboro, November 19, it occurred to me to secure the services of the State police in enforcing quarantine. The sergeant in charge cheerfully acquiesced, and I asked him to have his men ride through the infected districts once or twice each day but not to make arrests unless ordered. . . . The sergeant in charge, and his men were kind and courteous but insisted on the observance of the quarantine. Their presence in the infected district was sufficient, and a prompt and rapid abatement of the epidemic followed.
>
> What a great help it would be if every member of the State constabulary were appointed a quarantine officer, ex officio." (*a*)

(*a*) Report of Department of Health, 1912 Volume I, page 238.

Special Report of Commissioner of Health concerning the Emergency Work Undertaken by the State Department of Health after the breaking of the Austin dam, September 30, 1911.

> "After the constable of the borough had vainly tried to gather a protective posse among the citizens of Austin, the re-establishment of order and the prevention of further thievery and pillage was made possible by the timely arrival of a troop of the State police under Lieut. William E. Mair. This troop had left Harrisburg in the middle of the night and was brought into Austin only a few hours after the entrance of the first detachment of officials of the Department of Health. Other troops of the State police were sent later; one of them came in Sunday afternoon in charge of Captain J. T. Robinson, who assumed command of these forces. During our entire stay at Austin these thoroughly trained and capable men were of the greatest possible assistance to us in carrying on the work we had come to do." (*b*)

Diphtheria and scarlet fever epidemic at Shenandoah, Schuylkill County, winter 1910-1911.

> "It was necessary to establish absolute quarantine in practically every instance and enforce this by use of guards. Upon request to John C. Groome, Superintendent of State Police, a patrol, consisting of a sergeant and four privates, was detailed for duty in Shenandoah. They rendered valuable service in maintaining quarantine and establishing a morale among the citizen guards which otherwise would not have obtained." (*c*)

Game Commission. Practically every annual report of the Game Commission contains a paragraph commending the work of the State police. The work done by the State police is in addition to that done by the fifty State game wardens. The following paragraph on "State Police" is taken from the 1915 report of Joseph Kalbfus, Secretary of the Board of Game Commissioners and Chief Game Protector:

> "This splendid body of men has been in the past not only rendering very great aid to our protectors when called upon, but have also, all over the State, of of their own initiative, been doing everything in their power to protect our wild birds and game, rendering us help in our work, the value of which cannot be estimated. I certainly appreciate the help given to this office through the efforts of these men and would be glad to see this force increased to three or more times its present strength; it seems to me it is to the interest of every true sportsman in this State to have this done." (*d*)

Department of Fisheries. The Department of Fisheries has a force of only ten fish wardens, but with the help of the State police has been able to accomplish good results. The following statement by Commissioner of Fisheries N. R. Buller, in his 1914 report, not only endorses the work of the State police, but gives an interesting sidelight (in the second paragraph) on the essential difference between a State officer and a local officer:—

> "Last spring the department called upon the Department of Police for assistance in enforcing the provisions of the law against illegal fishing. The superintendent, Major John C. Groome, responded most heartily and furnished a number of details which were sent to the sections from which the most numerous complaints came, and the results attained merely went to prove how efficient a force Pennsylvania has in its State police. In every instance where they appeared in the neighborhood they gathered in some violators of the law and by the swiftness of their action and the celerity of their movements they brought about such a feeling among would-be violators of the law that for the time being at least no further complaints were heard from those sections.
>
> "It is rather a curious fact that in some sections of the State the violations of the fish law by the inhabitants thereof are not regarded as flagrant, but woe betide the stranger that thinks that he will break the law. Upon the strangers the neighborhood calls upon the department to inflict the direst penalties of the law, and in some cases when the State police were sent the result had rather a humorous side, because the State police gathered up some of the natives they found violating the law, whereupon loud remonstrances poured into the department that the police had been sent for to arrest the intruders from other sections and not the peaceful dwellers in their own community." (*a*)

Department of Foresty. The relation of the State police to the Department of Forestry is set forth in the following letter from Commissioner Conklin:

> "Respecting the service which the State police of Pennsylvania have been to this department, I beg to report that generally they have rendered us very considerable and valuable service. We have used them as forest guards during seasons of threatening forest fire. They have assisted us in gathering evidence and ferreting out those who have committed violations against the forest laws. We have found them conservative in their actions, useful and trustworthy in every respect, and believe that they are a very distinctly useful arm of the State service.
>
> "In regions where there is no regular police force, as, for instance, in country districts, small villages, unincorporated towns, and small boroughs, the State police have rendered signal service and are regularly doing this kind of work. They preserve order, deter the commission of a great variety of minor offenses, collect evidence which will lead to the arrest and conviction of those who commit major offenses, and their presence in any community is regarded by the best citizens and the law-abiding element as one of distinct help and protection. Particularly in the sparsely settled country districts the presence of a detail of State police lends a protection to the people which heretofore they have not been able to enjoy.
>
> "We have nothing but praise and approval for the discipline, organization, and effective work which the State police of Pennsylvania have rendered in the past and are rendering today to all our citizens."

Highway Department. The number of arrests made by the State police for violations of the road laws appears to be small. In fact, less seems to have been accomplished in the way of controlling speeding of automobiles than in any other phase of the work. Mr. T. B. Black, the State Highway Commissioner, expresses the attitude of his department in the following letter:

> "Relative to the Pennsylvania State Constabulary, permit me to say that is a magnificent force of men and I cannot speak too highly of their efficiency.

(*a*) Report Department of Health, 1912, Volume I, page 595.
(*b*) Report Department of Health, 1911, page 96f.
(*c*) Report Department of Health, 1911, page 152.
(*d*) Report of the Secretary of the Board of Game Commissioners, 1915, page 34.

(*a*) Report of the Department of Fisheries, 1914, page 15.

"Major Groome and his men have always co-operated with this department in the enforcement of the provisions of the Automobile Law and have secured most excellent results, but this co-operation has been somewhat limited for the reason that Major Groome does not have a sufficient number of men to take care properly of work of this character It has been contended that if he were given about one hundred more men he could look after all the State Departments and co-operate with them in enforcing the automobile, highway, game and fish laws, etc., but in the past all attempts to increase this force have been frustrated.

This department has inauguarted a patrol system in the maintenance of its improved highways but we do not feel that these men would be the proper ones to enforce traffic laws."

c. Riot Police Service.

1. Important Occasions of Riot Service.

Almost every year the State police is called out to police industrial riots of a more or less serious nature. The first annual report (1906), for example, states that the State police gave riot assistance in twelve counties. The number of occasions of riot duty resulting from labor troubles was larger during the first few years than it has been recently. The most important occasions of riot service on the part of the State police may be gathered from the list of nine occasions which Major Groome thinks the National Guard would have been ordered out to police, if the State police had not been in existence. The list of these nine cases as prepared by Major Groome's office is herewith quoted verbatim:

"Nine Occasions When the National Guard Would Have Been Ordered Out if the State Police Had Not Been in Existence.

November 15, 1916.

1. "Practically the entire State police force was on duty for three months, from March 16 until June 9, 1916, preserving order throughout the Anthracite and Bituminous coal regions during the labor disorders incidental to the suspension of work in the coal mines.
2. "During the street carmen's strike at Chester, eight officers and 135 men were on duty six weeks from April 16 to May 25, 1908.
3. "During the strike at the Standard Steel Car Works, McKees Rocks, Pa., a detachment of one officer and forty men of Troop 'A' were on duty two months from July 15 to September 14, 1909; and a detachment from Troop 'B' of one officer and 33 men were on duty from August 23 to September 13, 1909, preserving order during a strike of the 8000 employees of this Company.
4. "During the Philadelphia street car strike, eight officers and 168 men were on duty from February 24 to February 27, 1910, preserving order incidental to the suspension of work.
5. "During the strike at the plant of the Bethlehem Steel works of Bethlehem, Pa., two officers and 46 privates of Troop 'B', and two officers and 41 privates of Troop 'D' were on duty from February 27 to April 18, 1910, for eight weeks. During the suspension of work at this plant, 8000 workmen were on strike.
6. "March 9, 1910, 20,000 miners went out on a strike in the Westmoreland District. This strike was settled the first week of July, 1911. During the period of sixteen months 57 men of Troop 'A' were on duty continually, in addition to 27 members of Troop 'D', who were on duty from July 30 to November 19, 1910, and 17 members of Troop 'D' from March 31 to July 1, 1911.
7. "During the Anthracite coal strike of 1912, 8 officers and 197 enlisted men of this force were constantly on duty from May 7 to May 21, 1912, preserving order throughout the anthracite coal regions.
8. "A detail of one Captain and twenty-one men from Troop 'A' were on duty at Erie from August 22 to November 15, 1913, and one Captain and seventeen men from Troop 'D' from August 22, 1913, to March 9, 1914, preserving order during the strike of the moulders.
9. "From November 1, 1915, up to the present time two Troops of fifty-seven men each, and part of the time four Troops of fifty-seven men each have been constantly on duty in Luzerne and Lackawanna counties incidental to disorders caused by the strike of the employees of the Wilkes-Barre Street Railway Company."

Summarizing the facts stated in this document, and calculating the number of men used and days spent on the various occasions, we are able to determine quite closely what share of time is given to riot police service as distinguished from rural police service. Of course there are many other occasions of minor importance when riot police service has been performed, but the presumption is that the nine important cases mentioned constitute at least three-fourths of all riot police service. The following table shows the summaries from which the percentages are calculated:

	Year	Strike	No. of men	No. of days	Product
1.	1906	Anthracite and bituminous coal miners	228	90	20,520
2.	1908	Chester street carmen	143	59	5577
3.	1909	Standard steel car workers, McKees Rocks	41 34	60 21	3174
4.	1910	Philadelphia street carmen	176	3	528
5.	1910	Bethlehem steel workers	91	51	4641
6.	1910-11	Bituminous coal miners (Westmoreland)	57 27 17	486 112 92	32,290
7.	1912	Anthracite coal miners	205	14	2870
8.	1913-14	Erie moulders	22 18	85 199	5452
		Sub-total			75,052
9.	1915-16	Wilkes-Barre street carmen	57 44 57 57	377 370 106 60	47,231
		Total			122,282

The time used on the first eight of these nine occasions of riot duty amounts to 11% of the entire time at the disposal of the Force up to March 9, 1914.

The time used on all nine occasions is 13.5% of the entire time at the disposal of the Force up to November 15, 1916.

Major Groome's Estimate.

It is safe to say that from a seventh to a fifth of the time of the Pennsylvania State police is spent in policing riotous sections. This conclusion is not based on the same conception of riot service that was in the mind of Major Groome when he made his "one day per year per man" statement to the Industrial Relations Commissions, May 8, 1915. His exact statement at that time was: "And on that line I would like to say from the records which I have submitted to you and which you can verify in reference to being a strike breaking organization, the average time that each man on the force has spent in riot duty, since the force was organized, has been 1 day per year per man; the other 364 days in the year this strike breaking organization is patrolling the State of Pennsylvania covering 500,000 miles and making two to three thousand arrests a year." When asked to construe his statement, (*a*) the Major declared his estimate was based upon the compilation of the daily reports which came in showing the work of each man for each day. This estimate, he said, does not hold true at the present time, however, in view of the long riot service which has been performed at Wilkes-Barre since the previous testimony. The estimate, he insisted, was correct for the time prior to 1915, and he assumed it would be conservative now, even in view of the Wilkes-Barre strike, to say that the average time was not over three days per year per man.

2. Conditions Under Which Riot Service is Performed.

Because of the alignment of interests and the depth of feelings always aroused in cases of strikes, the disposition and use of the State police force in policing consequent disturbances has had to be exercised with great care. The practice which has grown up in Pennsylvania can best be described in Major Groome's own words:

"We have never sent a large detail where there is rioting without a written or telegraphic request therefor on the part of the local authorities and frequently we have refused to send assistance on that request because on investigation I found that it was not necessary and that the Sheriff was laying down on his job and wanted someone else to do his work." (*a*)

Before complying with any requests, Major Groome has an investigation made by one or more of his plainclothes men, and as a result he has responded to only a small proportion of the requests which have come to him.

The requests for assistance that are sent by the local authorities to the Governor or to the Superintendent directly are usually very urgent. The following telegram from the Mayor of Erie to the Governor is typical of the many requests that are on file:

August 16, 1913.

"Strike situation in Erie has assumed dangerous aspect. Conditions are riotous with bloodshed and fear more if situation is not immediately controlled. Have exhausted resources of our police department and local authorities must have aid of the State police immediately. Please have troop here early Monday morning—hundreds of workingmen have petitioned me to ask you for assistance."

(Signed) W. J. Stern, Mayor.

This request of the Mayor was repeated by Sheriff Moomey. An inspection of the following table will show from whom the requests for assistance came in each of the nine cases previously considered:

List of nine most important occasions of riot duty, showing source of requests for assistance. (*b*)

	Strike	Year	Place	Requests
1.	Anthracite and bituminous coal miners	1906	Anthracite and bitumious coal district.	No requests on file.
2.	Street carmen	1908	Chester (Delaware County).	Mayor Johnson, Chief of Police Pennington, and Sheriff McClure. Order by Gov. Stuart.
3.	Steel car workers	1909	McKees Rocks (Allegheny County).	Sheriff A. C. Gumbert.
4.	Steel workers	1910	Philadelphia (Philadelphia County)	Gov. Edwin S. Stuart.
5.	Steel workers	1910	Bethlehem (Northampton County).	Sheriff Robert Person.
6.	Bituminous coal miners	1911	Westmoreland district (Westmoreland County).	Gov. Edwin S. Stuart.
7.	Anthracite coal miners	1912	Anthracite region (Northumberland and Schuylkill Counties).	Sheriff J. E. Shields
8.	Moulders	1913-1914	Erie (Erie County).	Sheriff John H. Glass (Northumberland Co.)
9.	Street carmen	1915 (to date)	Wilkes-Barre (Luzerne County).	Sheriff Patrick J. Murphy (Schuylkill Co.)
				Mayor William J. Stern
				Sheriff Mooney.
				Sheriff Lewis P. Kniffen
				Sheriff George F. Buss.

Requests for Assistance Refused.

The practice which has grown up in respect to answering requests for riot police service can perhaps be more adequately described by citing a few of the many cases in which the requests were *not* complied with.

On August 8, 1910, the Deputy Superintendent wrote the following reply to a request for assistance from Sheriff P. F. Connor, of Lackawanna County:

"I have the honor to inform you that the law does not contemplate the detailing of State police in organized cities or towns where there is a local police force on occasions of this kind except in cases where the Sheriff has been appealed to and has sworn in a sufficient number of deputies who have met with such violence as to justify the Sheriff in stating that the situation is absolutely beyond his control.

"Judging from the report of our agent, after investigating the circumstances, there does not seem to be any doubt that the City of Carbondale is in a position to take care of its own interests, and inasmuch as you do not state that you have exhausted your resources or that the situation is beyond your control, the sending of a detail to Carbondale at the present time does not meet with the approval of the Superintendent as it is not considered in the best interests of the Commonwealth."

On October 11, 1911, the following reply was sent to Sheriff John B. Caldwell of Butler County:

"I have the honor to inform you that your request dated October 9th, and addressed to the Commanding Officer of Troop 'D', State Police, for a detail of State police for duty at the Sherwin coal mine at Karns City, Pa., has been referred to this office, and your attention is respectfully invited to the fact that this department was not created for the purpose of taking up the duties

(*a*) In a conference between the Major and Paul W. Garrett, at Philadelphia, Dec. 6, 1916.

(*a*) Major Groome's testimony before the Industrial Relations Commission, May 8, 1915.
(*b*) From certified file of telegrams in Major Groome's office.

of the Sheriff or superseding the Posse Comitatus, but the law requires us to co-operate with the local authorities after they have exhausted every reasonable resource and the situation is beyond their control.

"Our information is that there are no deputies sworn in for duty at this mine, and as there is nothing to show that you have made reasonable effort to control the situation, we regret to be compelled to decline your request under the present circumstances."

On November 1, 1916, the following telegram was sent by Major Groome to Sheriff John P. Kilgore of Westmoreland County:

"This department cannot furnish details for labor disturbances until Sheriff has sworn in adequate number of deputies and endeavored to control situation by Posse Comitatus. After such efforts on your part, should situation be beyond control and actual violence exist, advise number of men on strike, number of deputies sworn in and extent of disorder."

On May 18, 1912, Major Groome's reply to Judge William D. Patton, of Kittanning, included the following paragraph:

"In the opinion of Governor Tener and the former Governors that I have served under since this force was organized, it was not the object of the Act creating the force to provide watchmen for corporations or private parties, and our duties are clearly defined in the Act, which says: 'The force shall, wherever *possible,* co-operate with the local authorities in detecting crime, apprehending criminals, and preserving law and order throughout the State,' and in this particular case it is *not possible* for me to co-operate with the local authorities, as I have no men available, and at the same time there has been little disorder and absolutely no violence."

As was stated before, these are only a few of many similar replies which make a significant commentary on the attitude of the Superintendent in cases of strike disturbances.

3. The Wilkes-Barre Strike.

The strike of the street carmen in Wilkes-Barre, which began in 1915 and is still in progress, has been attended with so much rioting or threats of violence that the assistance of the State police has been required by the local authorities for over a year. As a matter of fact, the riot serivce at Wilkes-Barre, from the standpoint of time is the most important single occasion of riot service in the history of the State police of Pennsylvania.

A digest of the action of the State police in answering the Wilkes-Barre requests shows that on

"November 3, 1915, Sheriff Lewis P. Kniffen, Luzerne County requested assistance. Troop 'B' placed at his disposal. November 10, 1915, 2 officers and 42 men Troop 'C' sent to Wilkes-Barre. April 1, 1916, Troops 'A' and 'D' sent to Wilkes-Barre, request of Sheriff George F. Buss, Troop 'D' withdrawn May 31, 1916. Troop 'A' withdrawn July 15, 1916."

A copy of the documents relating to this occasion is also given herewith:

822 P D 21 4 Extra Wilkes-Barre, Penna.,
Nov. 3, 1915.

John C. Groome,
State Constabulary,
Harrisburg, Pa.

"Rioting here beyond local authorities to control; fear worse to come; send all constabulary available at once."

Lewis P. Kniffen,
Sheriff Luzerne County, Pa.
548 P.M.

Harrisburg, Pa.,
Nov. 3, 1915.

Sheriff Lewis P. Kniffen,
Wilkes-Barre, Pa.

"I have wired instructions to Captain Pitcher."

Goome, Supt.

* * *

76 NY X 14 1 Extra Wilkes-Barre, Pa.
Nov. 6, 1915.

John C .Groome,
Supt. State Police,
Harrisburg, Pa.

"Must have at least one hundred more men as soon as possible. Answer."

Lewis P. Kniffen, Sheriff.
706 PM

"(Two officers and 42 enlisted men ordered to Wilkes-Barre, November 10, 1915.)"

* * *

SHERIFF OF LUZERNE COUNTY

Wilkes-Barre, Pa.,
March 29, 1916.

Major John C. Groome,
Supt. of State Police,
Harrisburg, Pa.

Dear Sir:—

"I beg to inform you that serious rioting occurred on the streets of Wilkes-Barre, Saturday evening, March 25th, at about 9:45 and continued until nearly 11:30.

"Several thousand people collected in front of the Simon Long Store on S. Main St., a short distance below the Public Square, for the purpose of receiving megaphone returns of the Willard-Moran prize fight. When the crowd became so congested, the police officials of the city directed a discontinuance of these returns and the crowd apparently became incensed at this action, began an assault upon the street cars. The policemen on duty attempted to arrest several men and place them in a jitney but the crowd attacked them, overturned the jitney, and after pushing it around the streets for some time demolished it. The crowd then moved to the Public Square and continued their assaults on trolley cars and passengers. The police authorities of the city were unable to cope with the situation and the mob ran rampant over the streets of the city until they finally became tired and dispersed. The Fire Department was called out about 10:30 o'clock and the chief was ready to turn the hose on the mob, but for some reason this action was not taken.

"The riots continued Sunday throughout the entire territory traversed by the cars of the Wilkes-Barre Railway Company. Repeated assaults were made on cars and passengers, and the police authorities in the various municipalities were unable to quell the disorders. The attacks became so numerous that trolley service was discontinued during various parts of the day.

"The State troops rendered efficient and valiant services, but the number of troops was too small to adequately handle the situation in view of the numerous people in the mobs and the large territory over which the riots extended, a mob of nearly 1500 crossed the West Market Street Bridge at about 10 P. M. Sunday evening and made an attack upon the car-barns of the railway company, but they were dispersed by the Dorranceton Fire Department before the State troops from the Wyoming Barracks were able to arrive.

"Repeated attacks were made on the cars of the company on Monday and Tuesday in the outlying municipalities, although there apparently was not concerted action on the part of the crowds, as existed during the previous two days.

"I have stationed a force of Deputy Sheriffs at a number of places in the vicinity of the City of Wilkes-Barre, and I am making arrangements to increase this force just as rapidly as possible.

"A general holiday of the miners will be celebrated on Saturday, which will result in large crowds collecting on the streets of the City of Wilkes-Barre, and surrounding towns, and in order that we may prevent a recurrence of the conditions of Saturday and Sunday last, I therefore request that two additional troops of your department be sent there as soon as possible, because the authorities will be unable to cope with the conditions.

"Arrangements have been completed for adequate quarters for two troops and their horses and equipment. I would suggest, however, that you telegraph to me immediately the number of men and horses, together with the date of arrival, in order that all details may be arranged."

Very respectfully yours.

(Signed) George F. Buss.

"(Two officers and 33 enlisted men from Troop 'A'; and one officer and 29 enlisted men from Troop 'D', upon telephone instructions from Superintendent, entrained for Wilkes-Barre, March 31, 1916, arriving morning of April 1, 1916.)"

The situation in Wilkes-Barre appears to have been something like this: Rioting had been going on for a considerable time before the city officials were willing to have the Sheriff call in the State police. Local political complications had tied up the affair so that nothing was done in the way of asking for aid. During this period of time, the city spent $100,000 for special deputies and had some twenty of its regular police force resign rather than obey their orders to protect the street cars. Finally a break in the local alignment made possible the calling in of the State police, and a part of the force has been on duty in Wilkes-Barre ever since.

A study of the Wilkes-Barre situation discloses two points worthy of reflection:

(1) Local prejudices and sympathies and political dealing vitiated the effectiveness of the strictly local police force.

(2) The extended riot service of the State police in this case materially interfered with the regular rural police service of the force.

With respect to the latter point, it will be remembered as Major Groome's statement that many of the thirty substations had to be neglected because of the Wilkes-Barre duty and that the patrol work could be only slowly resumed.

4. The Opposition of Labor to the Riot Service of the State Police.

The one deplorable feature of the Pennsylvania State police system is the opposition of organized labor to its riot police service. The fact cannot be denied that the system is thoroughly disliked by a large class of citizens, whose feelings in the matter are based, justly or unjustly, on the activity of the force in connection with labor strikes. Whether or not there is a necessary conflict between the preserving of public order and the problem of settling industrial disputes is a question of social philosophy beyond the province of this report to consider. Suffice it to say that the opposition exists and that it is almost irreconcilable.

The Pros and Cons What in brief are the charges and the counter-charges, the objections and the defenses? The idea of the original supporters of the State police system was to eliminate if possible the dependence on private corporation police for riot duty in cases of strikes. Practically speaking the State police has succeeded in displacing these corporation guards. The charge has repeatedly been made, however, that the State policemen are worse than the private guards in their partiality to the employer's side of the controversies. Some of the most frequent charges made against the Pennsylvania State police are here indicated, without comment or attempt at appraisal:

(1) The Pennsylvania State police is a strikebreaking organization controlled by and operated for the benefit of the large employers of the State.

(2) The State policemen are everbearing and brutal in their dealing with crowds.

(3) The State policemen are permitted and ordered to do things for which local officers would be imprisoned.

The supporters of the system, in defending it against these charges maintain that:

(1) The State police is absolutely impartial as between employers and employes.

(2) The public order must be preserved, whether it militates against the success of a strike or not.

A Judgment of the Case. It is very difficult to get any unbiased opinions on this subject, but, of all the commentaries which have been received, the replies of the Pennsylvania district attorneys and sheriffs must be regarded as near to impartial as it is possible to go. (*a*) In no instance, are their replies on this question unfavorable to the State police. One's opinion is determined by one's viewpoint, but if pre-conceived notions are cast aside, the evidence in the case would seem to support the following judgment:

(1) The members of the State police force are from the nature of their training and their military life quite detached from the life of the mass of men. The consequences of this is that they approach their riot duty without sympathies of any kind.

(2) The Superintendent of State police has been conservative and careful in interfering with local disorder, requiring in each case a written request from the local officials and an investigation showing actual disorder and need of assistance.

(3) On the whole the general charge that the State police is a strike breaking tool for the corporations is unfounded.

The strike riot activity of the Pennsylvania State police was made the object of an investigation by the Commission on Industrial Relations in 1915. The leading witnesses were Major John C. Groome, Supt. of State police, and James H. Maurer, Pres. of the Pennsylvania Federation of Labor and main opponent of the system. The testimony of these two witnesses is appended to the report. Fairness to both sides impels the presentation of these two testimonies on a basis of equality. There is no attempt made to weigh the testimony of either man nor to judge of its relative consistency and logic. As to that each reader must decide for himself.

4—Pennsylvania Opinion as to Desirability of State Police Force.

The Pennsylvania State police has had the unanimous support of all the governors of the State since its inception. The State Economy and Efficiency Commission consisting of Governor Martin G. Brumbough, Attorney General Francis Shunk Brown and Auditor General A. W. Powell, included the following statement in its 1915 report:

"The State police department, including officers, office and field force, consists of 230 men. The annual pay roll aggregates $234,950. Considering the vast amount of territory these minions of the law cover, the moral effect they have on the

(*a*) See Part IV. Pennsylvania opinion on effectiveness of State Police.

community in which they operate, and the protection they afford the entire State, the cost in comparison is infinitesimal.

"We recommend that the present force be increased by two troops, or 110 men, and that the department establish sub-stations of three men each, twenty-five miles apart, throughout the entire State. This would provide patrols from each sub-station that would be in constant touch with the patrols from other sub-stations, thus providing a network of sub-stations and patrols over the entire State with the exception of the larger cities.

"An increased force of State police would be invaluable to the fire wardens, game wardens, forest rangers and fish wardens. We believe that such a force would also put an end to the speeding automobiles that now make many of our highways extremely dangerous to pedestrians."

a. Effectiveness in Deterring and Apprehending Rural Crime

1. OPINIONS OF STATE OFFICIALS

Department Heads. The following letters from the Secretary of Agriculture and the Health Commissioner give unqualified support to the State police as a rural patrol.

November 27, 1916.

"I think I am safe to say that there is no one thing in the State of Pennsylvania that had done as much for our rural communities as our State constabulary. It has lessened crime and in nearly every case where crime was committed the culprit has been apprehended, and as you know this would have a tendency to lessen it.

"We have our constabulary divided up and squads placed in different parts of the State, mostly in the smaller towns, especially where these towns lie next to our game preserves, which as you know would be in our rural communities. The mere fact that they are present and would enforce the law has helped a great deal in the State.

"Cannot give you any statistics in regard to the number of crimes and the convictions through the work of the constabulary but we have very few people escape.

"I am anxious to see a law whereby our game and fish wardens and foresters are placed on the same basis as the constabulary, as that would increase our number to double the number we have at the present time and I think would take excellent care of our rural communities. I do not believe you would find a farmer in our State who is not in favor of the system we are using."

(Signed) CHARLES E. PATTON,
Secretary of Agriculture.

November 21, 1916.

"From my personal conversation with various residents of the rural districts I know that the protection afforded by the State police is greatly appreciated and I believe that if it were not for influences in other quarters that the various efforts to enlarge this force would have been successful. They have, I know, received the support of members representing a rural constituency."

(Signed) SAMUEL E. DIXON,
Commissioner of Health.

Agricultural Commission. Opinions have been expressed by four members of the State Agricultural Commission. Three are favorable and one is non-committal.

Bloomsburg, Pa., November 14, 1916.

"In reply to your inquiry permit me to offer as my opinion, based upon some more than local experience, that the agricultural people of Pennsylvania appreciates our State constabulary as a valuable protection agency. The county fairs and large public gatherings in rural districts found that one or more of these mounted State officials produced a healthy atmosphere. The section near the mining regions have found them a great protection. They have done much to raise the standard of the local police and I believe our agricultural people would vote for legislation to retain their organization."

H. V. WHITE,
Chairman, Commission of Agriculture.

Smethport, Pa., November 17, 1916.

"Replying to yours of November 3rd regarding your need of State police system in your State, would say that from personal observation the State police are rather an efficient force, the greatest criticism being the arbitrary methods they carry out in their enforcement of the law, owing largely to the personnel of the force."

ALBA J. GILFILLAN,
Member Commission of Agriculture.

Quarryville, Pa., November 9, 1916.

"So far as I can learn the sentiment of the people in the rural parts of Pennsylvania is strongly in favor of a State constabulary and the work it is doing here.

"We feel that many of our rural districts have been much benefited by reason of the existence of this strong and efficient police force.

MARTIN E. BUSHONG,
Member Commission of Agriculture.

Morrisville, Pa., November 6, 1916.

"Yours of the 3rd in reference to State police system in Pennsylvania has had my careful thought and through the several years the system has been in use in Pennsylvania, we have had ample opportunity to judge of its effectualness both in rural districts and the more built up sections.

"Through the first year of this system, I was not in favor of it, largely because I did not know of the work there was in store for them and the type of men they had. Later a detachment was stationed where I had opportunity to observe it carefully and I became thoroughly convinced that it was an excellent protection for our State and particularly in the rural districts. In the community where I have had opportunity to observe it, these men have been much more successful in enforcing the law and finding culprits than our old system of local constables, and I thoroughly believe that their presence has added much to the safety to the surrounding community. The type of men we have been fortunate in getting in Pennsylvania are in many cases fellows who have been connected with other police systems or with army training. They have done their work splendidly and accomplished results that would be impossible for local officers to unravel and pursue."

HENRY T. MOON,
Member of Commission of Agriculture

Farm Advisers. Of the six replies received from the Director and Farm Advisers in the Bureau of Farm Institutes, four are favorable and two are unfavorable.

November 27, 1916.

"Agriculturally speaking, the State constabulary has been a valuable asset to the farmers of Pennsylvania, the only unfortunate condition existing is that the supply is not equal to the demand, as the State police are usually occupied in mining districts. However, in Berks and a few other agricultural counties of Pennsylvania there has been stationed at different times a corps of State police who successfully broke up a gang of petty thieves who were stealing chickens and generally annoying the farm neighborhoods. We unhesitatingly endorse this field of operation in Pennsylvania, and are hoping that the next legislature will give them a larger appropriation, thereby allowing them to increase the number of State police."

C. E. CAROTHERS, Director of Farmers' Institute.

Boyertown, Pa., November 13, 1916.

"According to my observations thruout the State, there is very little sentiment for or against the State constabulary in the purely agricultural districts. In the mining districts the sentiment seems to be more favorable and here apparently more protection is needed."

SHELDON W. FUNK,
Farm Adviser.

November 5, 1916.

"In reply to your late communication it is a fact that my work is constantly calling me to all sections of this State the year round and that I am constantly in the rural districts.

"I hear nothing but good spoken of by these people of our State constabulary and have more than once personally come across instances of where they were of value in the detection and suppression of crime.

"I do hear violent opposition to this force by the labor element, but why this, if same wishes to be law-abiding, I have never been able to ascertain."

W. THEO. WHITMAN,
Poultryman, Bureau of Farm Advice,
Pennsylvania Department of Agriculture.

November 10, 1916.

"Our State police are giving excellent service and the law creating a police department is an admirable one. One trained man is worth a hundred untrained in time of need. The farmers as a rule are pleased with the system and would like to see it extended to all rural sections."

A. B. DORSETT,
Farm Adviser.

York, Pa., Noember 7, 1916.

"Personally I am opposed to the State constabulary. But my observation has been that in the mining districts of this State rural agricultural citizens would not be safe with the large foreign element now employed by mining and manufacturing corporations were it not for the State constabulary. This is not true in the eastern and older sections of the State except in a few places such as proximity to large cities and in the vicinity of a few mining operations. My own opinion is that with the exception of such places as I have mentioned, the constabulary is not necessary as these places can be handled in a more efficient and economic way."

FRANKLIN MENGES,
Farm Adviser.

East Berlin, Pa., November 7, 1916.

"It is a fact that I am acquainted amongst the farmers and have been one of them for as many as 25 years. My conclusions come from close observation and from what my fellow farmers say. It is not a long distance, absent treatment conclusion nor yet a conclusion formed from the result of a few exceptional cases. To the rural agricultural districts of Pennsylvania the State constabulary is of no earthly value but we have to help pay the bill.

"This piece of 'preparedness' is strictly the child of the big mine owners, manufacturers, transportation companies and other big interests who for years have encouraged in every way possible the immigration of the worst people in all foreign lands whom they employ at wages that no decent American would accept, with the result that life and property was not safe in the vicinity of those centers of world pollution. All kinds of hellish crimes are committed by those people and no sensible man expects anything else.

"This condition was brought before the legislature and as these centers often are large towns but are not incorporated as a borough but are under the *township* government the city legislators believed or made believe that rural people were veritable devils and must be guarded day and night.

"No greater slander was ever perpetrated against the rural people.

"I will take you to rural sections, to *farming counties* where you will find *not a person in jail* and where the quarter session court cannot show you a criminal case for two solid years.

"The rural people of Pennsylvania are not criminals and they object to paying to deter and punish the flood of crime deliberately imported by a lot of people who consider the welfare of their bank account before they consider the welfare of their fellowmen, their country, or their own soul. The farmers of Pennsylvania are a unit against the system of the constabulary except the very small number who live in range of the reign of terror imported by the lawless wealthy. If the farmers of Pennsylvania could have the say they would compel the mine owners and others to take care of their human sewage as we farmers have to take care of dangerous animals we may keep on the farm. But the other fellows have more votes or buy them and so just now we have to grin and bear it but the milk buying kings of New York will tell you we do not continue for all time. I hope when you make the report of the result of your research you will be fair and give our side as well as the other side, to the farmers of New Jersey."

L. W. LIGHTY,
Farm Adviser.

2. OPINIONS OF DISTRICT ATTORNEYS.

All the District Attorneys of Pennsylvania were questioned as to the effectiveness of the State police as rural officers of the law. Their expressions of opinion in favor of the system is practically unanimous. Only four replies out of forty-four are unfavorable. A digest of the replies follows:

Poll of Pennsylvania District Attorneys in answer to the following two questions:

1. *What has been the experience in your county as to the effectiveness of the State police patrol in deterring and apprehending rural crime? Compare with the sheriff-constable system.*
2. *To what extent has the operation of the State police relieved the county of the necessity of employing special detectives?*

POLL OF PENNSYLVANIA DISTRICT ATTORNEYS ON EFFECTIVENESS OF STATE POLICE

S. W. Kirk — Fulton — *Favorable*

Ans. 1. "State constabulary has done little in Fulton County, Pa., in deterring and apprehending rural criminals, but this may be because they were not drafted into the service. Fulton County has few criminals as more than half the time we have no one in jail."

Ans. 2. "The State police has exerted the greatest influence in the suppression of the lesser crimes as assault and battery at public gatherings, and the presence of them has been inflential in maintaining order."

Albert D. Thomas — Crawford — *Favorable*

Ans. 1. "I am a great believer in the State police. This department has rendered me very valuable service in connection with my work in this county, and I am familiar with their work in other counties and I know their work was effective."

Ans. 2. "We have retained the county detective in this county and the State police have in no way relieved me of this necessity."

David R. Huss — Greene — *Favorable*

Ans. 1. "The Sheriff-Constable system as to practice in this county is practically nil, as they seldom act unless warrants are sworn out. The State police is a little better here than that."

Ans. 2. "None; they will make any arrest or raids asked for if based on evidence received by county officials. Their rule in this State is to apprehend, not to secure evidence. If the County Prosecutor would have the right to call on State police to gather evidence as a detective, it would be a fine idea."

George R. Bull — Pike — *Favorable*

Ans. 1. "Little experience, but think a good system to have."

Ans. 2. "None that I know of."

Virgil R. Saylor — Somerset — *Unfavorable*

Ans. 1. "In this particular the State police have not been so effective as the Sheriff-Constable system."

Ans. 2. "It has not relieved us. At present we do not have the State police in Somerset county."

Walter Welch — Clearfield — *Favorable*

Ans. 1. "In many instances, I have called upon the Superintendent of the State Police Department to send me a few State police to run down rural crimes and frankly say that they are superior to the average constable and sheriff on account of their special training and experience. They have aided me in rounding up firebugs, black-hands and dangerous criminals."

D. C. Reiley — Bedford — *Favorable*

Ans. 1. "The State police have done very effective work in this county of Bedford, both in deterring crime and in apprehending the offenders. Much more effective than the Sheriff-Constable system."

Ans. 2. "It has reduced our expenses in that respect to almost nothing."

H. T. Hall — Clinton — *Favorable*

Ans. 1. "Very good."

Ans. 2. "Always when called upon."

Fred. A. Johnson — Cameron — *Favorable*

Ans. 1. "Deterred crime while here. Always willing to do whatever was required apprehending. The striking and important comparison between Sheriffs and State men is that one class is local and the other not; the local men always feel afraid of some 'come back'; the State men can go ahead and not fear this."

Marion D. Patterson — Blair — *Favorable*

Ans. 1. "The well trained State police have on numerous occasions done splendid service in apprehending our worse criminals. As compared with the Sheriff-Constable inexperienced posses, the patrol is much superior."

Ans. 2. "For five years, Blair County has been entirely relieved from employing special detectives."

C. S. Sheive — Montgomery — *Favorable*

Ans. 1. "Need more effective than any other system."

Ans. 2. "Have in some instances taken the place of detectives."

W. F. Elkin — Indiana — *Unfavorable*

Ans. 1. "The Sheriff-Constable system gets better results as they are interested in the convictions and sentence in order to get their fees, etc. The police have not been much of a success in arresting murderers, etc."

Ans. 2. "Our County now has no detective nor has it any State police."

O. Smith Kinner — Wyoming — *Favorable*

Ans. 1. "I have found them very effective and willing at all times to assist in keeping the peace, and have also used them in making arrests, walking criminals and ferreting out crimes."

Ans. 2. "Very little. They are not fitted for detective work to any great extent."

C. Ward Eicher — Westmoreland — *Favorable*

Ans. 1. "The State police patrol has been very effective in our county, especially because of the cosmopolitan population. The Sheriff does not attempt to deter or apprehend criminals in our county, and the Constables, by reason of the method of pay and the number are very ineffective."

Ans. 2. "Our State police do not investigate illegal sales of liquor, or bawdy-house cases. In any other case there is no use in employing special detectives, as the State police can do better and more effective work than any special detective I have ever met."

Richard G. Miller — Washington — *Favorable*

Ans. 1. "The State constabulary is immeasurably superior to the Sheriff-Constable system. In my judgment the Sheriff-Constable system has practically no value either in deterring or apprehending crime."

Ans. 2. "The State police have not appreciably lessened the need for detectives because it has been impossible to secure sufficient number of the State police to cover the territory."

C. A. Whitehouse — Schuylkill — *Favorable*

Ans. 1. "The State police patrol engages solely in police work. They have no other business to look after and are effective in deterring and apprehending crime."

Ans. 2. "The operation of the State police has relieved the county to some extent of the necessity of employing special detectives especially in work done in the County and State."

Cloyd Steininger — Union — *Favorable*

Ans. 1. "State police far superior to the Sheriff-Constable system."

Ans. 2. "The County has been saved thousands of dollars."

W. D. Burns-(Ex) — Clarion — *Favorable*

Ans. 1. "Good. Several times, when I was District Attorney of this county, the State police, of whom there was then a detail of three in this county, were the officers who acted the most promptly, where they were near the places of the commission of crime; and they apprehended alleged criminals, who, had State police not been in the county, would likely have escaped."

Ans. 2. "They did to a considerable extent dispense with detective service in this county during the past four years, but as they would not, as a rule, look up evidence as to alleged violations of the liquor laws, we had a special detective for that purpose."

Ira A. LaBar — Monroe — *Favorable*

Ans. 1. "The State police patrol of Pennsylvania has almost unanimous approval of the citizens of the county. They are prompt and effective in apprehending criminals and a great deterrent in preventing them."

Ans. 2. "This county has not employed a single special detective since it has had the assistance of the mounted State police force."

L. H. Rupp-(Ex) — Lehigh — *Favorable*

Ans. 1 "While I was District Attorney in our county I had occasion to use the State constabulary a number of times in our rural districts. I found that the officers were very effective in deterring and apprehending rural crime. They were much better equipped, intellectually and otherwise. than our constables for that purpose. The trouble always was, however, that I could not keep the officers in jurisdiction very long, and the officers were only sent here by special request."

Ans. 2. "While I was District Attorney I constantly requested State constabulary officers to come on to take the place of special detectives. It was largely a matter of the location of the officers throughout the State that determines whether or not they will become an active and vital force in a community."

Colin R. Richmond — Potter — *Favorable*

Ans. 1. "About ten ears ago we had a strike at the B. & S. R. R. shops in this place and there was considerable lawlessness which the special deputy sheriffs apparently could not handle. One day four members of the State constabulary rode into town and established a sub-station. The strikers soon learned that the police favored no one. The B. & S. officials as well as the strikers had to obey orders. Lawlessness was reduced to a minimum, and this extended into the surrounding country where they made many trips to notify certain people to refrain from certain acts. They were fair to every one, and the town learned to respect them and were very sorry to have them leave. Four of them succeeded where the Sheriff, a lot of deputies and several constables were making a sorry mess of affairs."

Ans. 2. "Except for a little over a year this county never had a county or special detective. We found it necessary to appoint one who works by the day under the direction of the District Attorney. The State constabulary being so far away they were of little service to us. Several times within my term and at my request, from one to three men have been sent here and their services were satisfactory and no expense to the county."

Clyde V. Ailey — Lawrence — *Favorable*

Ans. 1. "We have had the assistance of the State police on a few occasions in time of strikes and black-hand disorder among foreigners and their work proved very effective. On such occasions their work has been more effective toward maintaining peace and good order than obtained by the Sheriff-Constable system, as they appear more aggressive, daring and fearless than do sheriffs and constables."

Ans. 2. "On several occasions the State police relieved the necessity of employing special detectives."

Calvin S. Boyer — Bucks — *Favorable*

Ans. 1. "Our experience in Bucks County has shown the State police to be incomparably superior and more effective in every way than our present Sheriff-Constable system. When a squad is in this county they devote all their time to police work, can always be found, and are always ready to begin work upon a case at a moment's notice. In addition to that, they are usually experienced, capable, intelligent and trained men; whereas the local constable almost invariably lacks experience, have absolutely no training or instructions, and in many instances lack sobriety, intelligence and common sense."

Ans. 2. "I have never had any necessity to employ private detectives when the State police could be assigned to work in our county. On the whole, the secret work of the State police, in plain clothes has been just as effective as that of professional detectives. It has only been when the State police were engaged elsewhere that we have been compelled to employ private detectives."

Lee A. McCracken — Venango — *Favorable*

Ans. 1. "It has worked very well. The chief fault with the Sheriff-Constable system is that while in-a few instances you may get by election a competent, capable, fearless, non-politically controlled Sheriff yet this capable official will lose office at the next election, whereas he ought to be re-elected. With the State constabulary you avoid this fault because the members of the State constabulary retain their places on the force until removed for cause."

Ans. 2. "Very little. We have called in the State police on one very complicated murder case. They worked very faithfully and were the most fearless fellows I ever knew. However, they are all men of military experience and discipline and were thus at the immediate command of their superior."

M. A. Carringer — Forest — *Favorable..*

Ans. 1. "Where we have come in contact with Pennsylvania State police have found them prompt and efficient and they have succeeded where our untrained local officers failed."

Ans. 2. "Our county is small and has no county detective. The State police come at once on call and put at our disposal a trained service. With the assistance of this force hiring of special detectives has been unnecessary."

Clarence O. Morris — Armstrong — *Favorable*

Ans. 1. "From time to time details have been assigned temporarily to one section of the county or another and when called upon in isolated cases for services it has been found that the members are effective workers, discreet, resourceful and thorough. In such instances the work accomplished has perhaps been better than could have been secured through the Sheriff-Constable system because of their special assignment for duty, with a more particular interest in the case at hand."

John M. Groff — Lancaster — *Favorable*

Ans. 1. "The short time they were located in Lancaster County their work was very effective and very much more efficient than the constable or Sheriff system."

Ans. 2. "Lancaster County has no county detective. On several occasions I called in the State police to take the place of a detective. It cost the county nothing and they gave absolute satisfaction."

David Beedy Lackawanna *Favorable*

Ans. 1. "Our constable system is a nullity. Each ward in the cities and boroughs elects a constable, who have and exercise but little authority. I had occasion during my term of office to call upon the State police on a few occasions and found that their training and discipline were such that they behaved themselves in such manner as not to incite hostility to them, and they were very effective."

Ans. 2. "We had only one county detective during our term and one particular instance that I now recall to mind was the assistance given by the State police in hunting down a murderer, who had killed an express messenger in November 1911. Were it not for the assistance of the State police, he would have gone unpunished."

Ernest H. Green Tioga *Favorable*

Ans. 1. "So far as the experience of Tioga County is concerned, there is no doubt of the effectiveness of the work of the State constabulary. While we have not had them here in our county as much as they have been in some others, they have assisted in the detection of game and fish law violations to a considerable extent."

Ans. 2. "Up to this time we have not called on them for anything in this line, but I know of their usefulness in other counties."

Archibald M. Hoagland (Ex.) Lycoming *Favorable*

Ans. 1. "The State police assisted me successfully while I was District Attorney of Lycoming County, a county with extensive rural districts in speak-easy cases, a number of times. We were successful in all cases."

"Their work is more successful than the local officials, not only because the men are better trained, but also because they are not known locally and are absolutely impartial."

Ans. 2. "In the speak-easy cases I had special detectives first go on the ground at the expense of private parties, and the special detectives pointed out some of the speak-easy proprietors when the raids were made. When my own officers went to make raids, they were recognized as soon as they stepped from the train, and the offenders slipped off into the woods; but the State police were young men who went under the guise of surveyers, etc., and were not recognized. The State police do not as a rule act as detectives in this State, although they did at first."

Harvey A. Gross York *Favorable*

Ans. 1. "The State police are far superior to the Sheriff-Constable system when the crime is a serious one and hard to detect, because the average State policeman is a man of superior ability to the Sheriff or a constable."

Ans. 2. "I have had but three of four instances when I called upon the State police for assistance. Their work was eminently successful, and we succeeded in convicting in every case on which I had them employed. There are no State policemen permanently located in my county, and I can only get their services by special application to the department, and because of the shortage of men in the service I have frequently been refused, but when I did get them they rendered me very efficient service."

Walter W. Ride-(Ex) Perry *Favorable*

Ans. 1. "I was District Attorney of this, Perry County, for seven years and had occasion frequently to call upon the State police for assistance in apprehending criminals or getting evidence and always found the men they sent here very efficient and capable. I recommend the system most highly and would not think of comparing it on an equality with the Sheriff-Constable system."

Ans. 2. "Since the State police department has been established, the county has not once employed private detectives. During my terms the county never spent a cent for detectives."

Asher Seip-(Ex) Northampton *Favorable*

Ans. 1. "The undersigned was District Attorney from January 1, 1912, to December 31, 1915, during which time State constable of Pennsylvania were used in rural communities probably half a dozen times with very good effect. In each instance further crime was deterred and in most instances some of offending parties apprehended. Much preferred State constables to local elective constable system."

W. K. Miller Snyder *Unfavorable*

Ans. 1. "Always a negative factor."

Ans. 2. "None whatever."

Chas. M. Culver Bradford *Unfavorable*

Ans. 1. "In my judgment, it has not been satisfactory. We have not had great assistance from the State police in this county, and when we have had, the results have not been equal to the work accomplished by our own officers."

Ans. 2. "Not any so far as my observation goes."

John H. Bigelow-(Ex) Luzerne *Favorable*

Ans. 1. "During my experience and service of four years as District Attorney of Luzerne County I found the State constabulary to be an effcient factor in the detection of crime and the apprehension of criminals. The officers were accustomed to the work and carried it out intelligently."

Ans. 2. "The operation of the State police does not necessarily relieve the county of employing special detectives. We have a population of approximately 400,000 people and the combined efforts of all the police and special detectives have not been sufficient in my judgment. However, without the State police we would certainly suffer under a very great handicap."

J. H. Thayer Sulliyan *Favorable*

Ans. 1. "We have had but little need of services such as above described but in the cases when our State police have been called they have proved effective."

Ans. 2. "Almost entirely."

John B. Hannum Delaware *Favorable*

Ans. 1. "Have not used them for this purpose. I understand, however, that they have been of great service in other counties of the State."

Ans. 2. "None in this county."

M. E. Simons Wayne *Favorable*

Ans. 1. "So far as we have had assistance of the State police force it has been quite effective."

Ans. 2. "Wayne County has never had any of the State constabulary located in the county, except on special occasions or from some definite and temporary purpose."

W. O. Nicklas Franklin *Favorable*

Ans. 1. "The State has for a number of years stationed a patrol in the county, especially in the mountain districts and they were very effective in deterring and apprehending rural crimes. There is no comparison between the State police patrol and the Sheriff-Constable system."

Ans. 2. "The county was never called upon to employ special detectives. We always ask for State police and they were promptly sent."

W. B. Purvis Butler *Favorable*

Ans. 1. "The State police has, in my judgment, been effective in reducing rural crimes. Their mere presence and the knowledge on the part of the citizens that an effort will be made to apprehend all criminals produces this result."

Ans. 2 "Actually their presence has not reduced the necessity of employing special detectives."

Geo. H. Rowley Mercer *Favorable*

Ans. 1. "Our experience with the Sheriff-Constable system is wholly unsatisfactory. Ordinarilly these officers have neither the opportunity nor the desire to handle the work in a practical manner. The State police force have solved the question with universal satisfaction."

Ans. 2. "Our State police force is not sufficiently large to accommodate all counties, but when members of the force are available, we find them a very desirable substitute for the special detective. The work of the former is invariable more reliable."

Frank H. Strouss North Cumberland *Favorable*

Ans. 1. "Excellent. Far superior to both the Sheriff-Constable system."

Ans. 2. "This county has not been relieved of the necessity of special detectives, for the reason that the State police force in this Sate is so small in number, and the appropriation too inadequate to properly police the State, and pay for maintenance of such officers away from the regular barracks."

Louis Graham Beaver *Favorable*

Ans. 1. "Very superior. Once detailed to investigate (under our system) the men are free to devote their whole time and energy to the solution of the problem. The constables as a rule are inefficient and do not go beyond their own locality. The Sheriff as an apprehender of criminals has almost ceased to exist."

Ans. 2. "None at all. Under our system the men are not permitted to procure evidence against illegal liquor sellers, etc., but they will assist in raids and arrests. Their chief asset is their ability to respond quickly and to remain on the trail until arrest is made."

3 Opinions of the Sheriffs.

In view of the fact that the State police system has a tendency, in practice, to replace the Sheriff-Constable system of rural policing, it is striking to read over the replies that have been received from the Pennsylvania Sheriffs. The replies are in answer to the question: *"To what extent has the State police patrol assisted the local officers in your county in deterring and apprehending rural crime?"* All but two of the 25 replies are favorable. A digest of the replies follows:

POLL OF PENNSYLVANIA SHERIFFS ON EFFECTIVENESS OF STATE POLICE AS RURAL PATROL

G. R. Thompson, (Ex-S.) Adams *Yes*

"Wonderfully assisted."

Harry P. Strupp Lebanon *Yes*

"The extent to which the State police assist the officers in this county in deterring and apprehending crime cannot be estimated. Well trained, efficient, fearless and untiring in their work as they are there can face them no case so tangible that same cannot be unraveled. The State should have no less than five times the present number."

S 2 *Yes*

George H. Yarnell Centre *Yes*

"The fact of their existence in our county traversing the mountains and by-roads makes them a crime preventative as well as a terror to criminals."

H. C. Stark Wyoming *No*

William S. Smathers Carbon *Yes*

"They have been of great assistance. We could hardly get along without them."

Charles M. Meredith, Ex S. Bucks *Yes*

"I consider three to four mounted State police superior to 50 hastily summoned deputy sheriffs."

John E. Hayburn, Jr. Delaware *Yes*

"They have been of great assistance in apprehending crime, especially in our county district."

Robert G. Lutton Washington *Yes*

"I found the State police system to be very satisfactory and they always were willing to help and did very, very good work. They are in this State a very capable and efficient organization and one which the State as a whole should be proud of."

H. S. Holland Blair *Yes*

"Their service has been of much value."

B. F. Rice Columbia *Yes*

"The State police have been very successful in apprehending crimes and capturing the criminals after crimes were actually committed."

Charles F. Ditchey Schuylkill *Yes*

"Very materially."

John T. Cupper Clinton *Yes*

"There is not the least doubt but what they are of the most valuable assistance in quieting riots and industrial disturbances."

H. E. Wilson Huntingdon *Yes*

"In this country we have had very little experience with the State police. Some of them for awhile were stationed at a mining town in this county, and while there they preserved order very nicely."

David Jones, Ex S. Chester *Yes*

"During my term as Sheriff I had occasion to call for State police aid and found them of much value."

C. C. Choate McKean

"Only on one or two occasions have we had any here and then they only acted as game wardens."

Ben Steele Westmoreland *Yes*

"To my mind they are the best officers I have ever seen. They have always been willing and ready to do their duty and have been very successful in running down criminals. I don't know how we could control the foreign element in our county without the State police."

James C. Caven — Sullivan — *Yes*
"Could not get along without them."

George A. W. DeForest — Warren — *Yes*
"Only have used them in this county twice and they have done good work."

Mart A. Kiefer, Ex S. — Fayette — *Yes*
"I consider our State police the best body of peace preserving officers the State of Pennsylvania ever had. My first experience with them was in 1907 when crimes of all kinds were running riot. In August of that year I secured the services of these men and before September court convened we had 44 case of carrying concealed weapons either on the docket or had the transgressors plead guilty. Under my supervision we cleaned up the county in three months. Five of these men are stationed in our county continuously since then with the result of having eliminated murder cases in our county. They are a fine lot of men."

Stephen Renno — Jaunita — *Yes*

B. S. Philips — Lackawanna — *Yes*
"Outside of labor troubles there has practically been no call made upon the State constabulary in this county."

Grant Dodson — Bedford — *Yes*
"To a very small extent and that as to apprehending violators of the liquor laws."

Alfred Greenwood — Cumberland — *Yes*
"There is considerable local prejudice against the idea of a State constabulary system."

Thos. F. VanSandt — Mifflin — *Yes*
"Invaluable."

Chas. Clark — Forest — *Yes*
"Forest County Sheriffs have had the help of the State police a number of times and they did good work."

Evan R. Rees — Tioga — *No*

4. Opinion of the Farmers.

The most striking and perhaps the most surprising poll of opinion on the effectiveness of the rural patrol is that secured from the granges and local agricultural societies themselves. The reputed conservatism of the farming class does not seem to have stood in the way of their most enthusiastic expressions in support of the State police. Their replies also are a most significant commentary on the conduct and personal character of the individual policeman. The questionnaire to the farmers consisted of these three questions:

(1) Has the Pennsylvania State police effectually deterred and apprehended crime in your community?
(2) Can you illustrate any particular benefit the State police has conferred on your community?
(3) What is your opinion in regard to the personal character and conduct of the members of the State force as rural patrolmen?

The following digest gives a summary of the opinions expressed and excerpts from the remarks on personal character.

POLL OF PENNSYLVANIA FARMERS ON EFFECTIVENESS OF STATE POLICE

Granges.	Favorable.	Remarks on Personal Character.
Cincinnatus Grange, No. 1620. G. M. Kazabee, Master.	No	"Their deportment, to my personal observation is of the highest."
Cloverdale Grange, No. 1111. Lynn Wykoff, Master.	Yes	
Franklin Grange, No. 1602. C. C. Cowen, Master.	Yes	
North Shenango Grange, No. 844. Fred Linn, Master.	No	"The ones I have met have been quiet and unassuming."
Henderson Grange, No. 1315. Carl W. Peace, Master.		"They are mostly men of good character as far as I know."
Cold Point Grange, No. 606. Walter T. Rex, Master.	Yes	"They are all right in every respect."
Faudie Grange, No. 1318. J. L. Swope, Master.	No	
Union Grange, No. 609. E. E. Bullers, Master.	Yes	"Some of them are good, and some are not."
Sugar Creek Grange, No. 1131. Carl T. Nelson, Master.	Yes	
Mt. Joy Grange, No. 537. G. A. Marvin, Master.	Yes	"A very good collection of young men, and seemed to be honest and honorable, and a credit to the State."
McKeansburg Grange, No. 1256. John Shoener, Master.	Yes	"They are of good character."
Ulster Grange, No. 173. T. M. Morrison, Master.	Yes	"Generally good."
Adams Twp. Grange, No. 1369. J. C. Hespenhide, Master.	No	
Liberty Grange, No. 1182. H. R. Hilton, Master.	Yes	"Their reputation is fine."
Hamilton Grange, No. 1573. John A. Jackson, Master.		"They are good trustworthy fellows."
Penfield Grange, No. 1240. P. W. Rudolph, Master.	Yes	"They are gentlemen in every respect."
Hope Grange, No. 1166. C. P. Lyman, Master.	Yes	"They listened with attention to any complaint and set out at once to rectify what was wrong." "They have good personal character and conduct."
North Elk Run Grange, No. 913. C. M. Smith, Master.		
Wattsburg Grange, No. 106. M. S. James, Master.	No	
Cranberry Grange, No. 908. B. R. Ramsey, Master.	No	"The personal character of a number in our State has not been good, but they seem to be leading a better life now."
Orwell Grange, 1561. E. S. Pierce, Master.	Yes	"Favorably impressed."
Valley Grange, No. 1190. George Herzog, Master.	Yes	"I think that they are good, wide awake men as a rule and they have the co-operation of all good law abiding citizens."
South Abington Grange, No. 1295. D. W. Colvin, Master.	Yes	"In cases of riot they have had to be pretty rough. The occasion, however demanded it."
Ghent Grange, No. 1606. Edwin Bidlack, Master.	Yes	"Their conduct is orderly and they are always for duty first."
Penn Grange, No. 1485. Glenn D. Mains, Master.	Yes	"O. K."

very efficient service.

Granges.	Favorable.	Remarks on Personal Character.
Union City Grange, No. 89. W. M. Gorham, Master.	No	"As far as I know their conduct has been good."
Jackson Grange, No. 1312, James Ide, Master.	Yes	"Very good."
Center Hill Grange, No. 1026. C. M. Honeywell, Master.	Yes	"I have yet to know of a single instance wherein the personal character, or conduct of one of the force has fallen short of an exceptionally good record."
Keystone Grange, No. 848. F. M. Waugaman, Master.	Yes	"Our police is a grand set of men, *clean* and manly to all people."
Hemlock Grange, No. 525. C. F. Girton, Master.		"Have never heard their deportment criticized."
Eureka Grange, No. 816. Geo. P. Henretty, Master.	Yes	"Good, better than average."
Horseshoe Grange, No. 1591. John M. Wagner, Master.	Yes	"On an average with other officers of law."
Exeter Grange, No. 668. J. E. Marcy, Master.	Yes	"Good."
Valley Grange, No. 1411. E. G. Nicely, Sr., Master	Yes	
Farmington Hill Grange, No. 841. O. S. Blanchard, Master.	Yes	"They have seemed to be men of good character, and perfect gentlemen."
Menallen Grange, No. 1091. John D. Cook, Master.	Yes	"Their character and conduct are what an officer should be."
Avella Grange, No. 1371. W. W. Wiegmann, Master.	Yes	"The members have at all times shown respect and have of good character."
Lagonda Grange, No. 946, H. L. Van Kirk, Master.	Yes	"Their personal character and conduct so far as I know, has been A No. 1."
Hares Valley Summit Grange, No. 933. J. W. Kimmel, Master.	Yes	"I believe them to be a fair set of men."
Quemuhoning Grange, No. 1659. D. G. Stufft, Master.	Yes	"I think it is very good."
East Shenango Grange, No. 1632. J. M. McFarland, Master.	Yes	"They appear to be clean, fine looking young men."
New Albany Grange, No. 205. Guy Baker, Master.	Yes	"This grange endorses the Pennsylvania State police."
Lehman Grange, No. 819. Russell Ide, Master.		"Their personal character and conduct seems to be pretty good."
Westfield Grange, No. 1514. James N. Fullerton, Master.	Yes	
Venango Grange, No. 910. George Acker, Master.	No	"I do not know much about their character, but some, I think, are cruel to their horses."
Ontelaunee Grange, No. 1617. J. L. Snyder, Master.	No	"They acted like gentlemen."
Pleasant Valley Grange, No. 1074. W. H. Karslake, Master.	Yes	"From what I have seen of them, they are a fine lot of courageous men and not afraid to act like the militia as they are not a part of the community."
Spruce Hill Grange, No. 772. M. L. Stitt, Master	Yes	"As far as my observation goes their conduct is above criticism."
Indian Run Grange, No. 1611. W. M. Armstrong, Master.	Yes	"I have seen nothing to demand any criticism, and can say that they are strict and precise with their orders."
Worth Grange, No. 1450. E. Osburn, Master	No	"I know of none that I would term bad characters, but they are all inclined to look after such small petty things that the people in general don't have any use for them."
Fairview Grange, No. 1628. W. F. Boyce, Master.	Yes	"They must be recommended as to character."
Conneaut Lake Grange, No. 1102. F. R. Heberling, Master.	Yes	"I have never heard anything bad or detrimental about their character or conduct."
Nottingham Grange, No. 1572. J. R. Fawcett, Master.	Yes	
Woodbury Grange, No. 1309. Chas. McCracken, Master.	Yes	"Good, but married men are preferable."
West Sunbury Grange, No. 1519. Roy Wick, Master.	Yes	"The personnel of the Pennsylvania police force is above question."
Kaylor Grange, No. 1396. L. W. Miller, Master.	Yes	"Our State police have some of the best men in our districts and as patrolmen have no equal."
Harbor Creek Grange, No. 385. A. P. Gifford, Master.	Yes	"It seems that the rough class of men all want to be members. Perhaps its because it gives them authority to carry a gun or make arrests."
Morning Star Grange, No. 1271. Wm. N. Gaskill, Master.	Yes	"The character and conduct of these men is of the very best."
Brooklyn Grange, No. 246. G. L. Gere, Master.	Yes	"They have conducted themselves in a manner to make a very favorable impression upon the manager of the Dimock Camp Meeting Association."
Farmersville Grange, No. 328. Dawson Lawrence, Master.	Yes	"Get a lot more of 'em."
Plain Grove Grange, No. 1431. J. W. Nelson, Master.	No	"My opinion is as a rule they are not a very desirable class as too much time is spent in drinking and gambling."

Granges.	Favorable.	Remarks on Personal Character.
Camptown Grange, No. 1436. J. R. Hay, Master.	Yes	"As a general thing, State officers are courteous and civil towards all people."
Centre Hill Grange, No. 885. Thos. Beveridge, Master.	Yes	"My opinion is that they are good, honest men."
German Grange, No. 785. Wm. L. Newcomer, Master.	Yes	"So far as I know, they have conducted themselves in an orderly manner."
Allegheny Grange, No. 1154. H. S. Wertz, Master.	Yes	"They are uniformly men of good habits, large of stature, and robust of health."
Middletown Grange, No. 684. Andrew F. Hibbs, Master.	Yes	"The personal character of the force was of the best, and the conduct of the men was a credit to the force."
Monroe Grange, No. 362. D. G. Bowman, Master.	Yes	"I believe them to be men of good character."
Pleasant Union Grange, No. 549. W. Carl Miller, Master.	Yes	"It has been good."
Union Grange, No. 977. Earl Rockwell, Master.	Yes	"Good."
Rose Valley Grange, No. 1616. J. W. Steiger, Master.	Yes	"By what I have been able to learn of them, I find them to be men of good moral character, and gentlemen in every respect."
Waterford Grange, No. 423. D. M. Briggs, Master.	Yes	
West Caln Grange, No. 1365. E. W. Grubb, Master.	Yes	"Their character, so far as we know, is unimpeachable, and they are splendid patrolmen and fearless."
Burrell Grange, No. 515. Jesse P. Ramale, Master.	No	"I think they are somewhat a failure as rural patrolmen."
Bloomfield Grange, No. 958. C. N. Shreve, Master.	No	"They would be all right if they would do their duty, but they don't do it."
Bald Eagle Grange, No. 1390. John H. Friday, Master.	Yes	"Their personal character and conduct is good as a rule."
Sugar Grove Grange, No. 847. R. J. Weld, Master.	Yes	
Coolspring Grange, No. 1619. E. J. Rodgers, Master.	Yes	
Chartiers Grange, No. 1437. Levi A. McMurray, Sec'y.	Yes	"No criticisms except in one case."
Davis Grange, No. 1466. Wm. D. Phillips, Master.	Yes	"With a few exceptions that I have read of, they have done their duty well."
Jefferson Grange, No. 1373. W. G. Patterson, Master.	Yes	"Good."
Greenbrier Grange, No. 1148. R. E. Kauffman, Master.	Yes	"O. K'"
Tidal Grange, No. 872. Rea Anthony, Master.	Yes	"Their character and conduct is good."
Kimmerlings Grange, No. 1529. Chas. Trump, Master.	Yes	"I have never heard anything against them."
Penn Grange, No. 1454. G. W. Wibbe, Master.	Yes	"They are gentlemen and attend strictly to their business."
Mahoning Valley Grange, No. 1649. R. D. Walter, Master.	Yes	"Very good."
Clifford Grange, No. 1399. L. E. Taylor, Master.	Yes	"They possess physical strength and seem to have the nerve to do their duty."
Valley Grange, No. 1420. W. L. Iddings, Master.	No	
Vernon Grange, No. 936. Ralph Keller, Master.	Yes	"Quite good as a rule."
Springfield Grange, No. 1257. Halbert Eldridge, Master.	Yes	"So far as I know it is good."
Huntingdon Co. Grange, No. 490. F. T. Peck, Master.	Yes	"Above criticism."
Edison Grange, No. 1527. W. H. Bishop, Master.	Yes	"Exceedingly efficient."
Sugar Loaf Grange, No. 1287. Gustave J. Boock, Master.	Yes	"Their conduct is moral."
Good Intent Grange, No. 862. John L. Miller, Master.	Yes	"Good."
Farmers' Hope Grange, No. 1660. Joseph A. Tupe, Master.	No	
Spring Mills Grange, No. 158. S. G. Walker, Master.	Yes	"They are a clean bunch of men possessing good manners, politeness, and good, clean characters."
Mill Village Grange, No. 131. Lee Port, Master.	Yes	"Very good, with the exceptions of two cases."
Allegheny Grange, No. 1208. Allen Marsh, Master.	No	
Conemaugh Grange, No. 1605. I. M. Speedy, Master.	No	"I understand there are some of them that have not the best of characters."
Walker Grange, No. 786. N. D. Hackenberger, Master.	Yes	"Good."
Coleraine Grange, No. 1667. Chas. P. Swisher, Master.	Yes	
Dicksonburg Grange, No. 556. Chas. D. Bellows, Master.	Yes	"Finest and best character."
Cherry Hill Grange, No. 139. Elias F. Bauman, Master.	Yes	"Very good, I have never heard of any misconduct."
Dry Run Grange, No. 1613. G. M. Flautt, Master.	Yes	"Orderly."
Ambrose Grange, No. 445. E. M. Thompson, Master.	Yes	"At first poor, but it is much better now — all that could be asked."

Granges.	Favorable.	Remarks on Personal Character.
Sparta Grange, No. 110. C. W. Harmon, Master.	Yes	"Good."
Slippery Rock Grange, No. 1441. H. R. Reed, Master.	Yes	
Cogan Valley Grange, No. 316. L. F. Thompson, Master.	Yes	"Above reproach."
Shelocta Grange, No. 1653. Harry C. Kunkle, Master.	Yes	
Delaware Valley Grange, No. 1622. Millard Reed, Master.	Yes	"Apparently fine."
Blacklick Grange, No. 1122. J. T. Crawford, Master.	Yes	"Have always acted as "gentlemen."
Gretna Grange, No. 1543. S. W. Smith, Master.	Yes	"So far as I know their character and conduct are all right."
Danville Grange, No. 57, Guy A. Mowrey, Master.	Yes	"We have never had any occasion to complain of their conduct or character."
Worth Grange, No. 1421. B. S. Miller, Master.	Yes	"All right."
Windham Grange, No. 188. Clyde Schneider, Master.	Yes	"Have no comment to make against character or conduct."
Winfield Grange, No. 1105. W. L. Freehling, Master.	No	"As to their moral character, we cannot on account of reports too highly testified."
Highland Grange, No. 980. Norman B. Coates, Master.	Yes	"Suitable men."
Washington Grange, No. 593. Elmer Fennel, Master.	Yes	"Their character and conduct seem excellent."
Lakeside Grange, No. No. 1418. George Kemery, Master.	Yes	"They behave like gentlemen."
Vernon Grange, No. 842. D. C. Smith, Master.	Yes	"They have been of the highest order."
Center Brook Grange, No. 1601, U. G. Hollibaugh, Master.	No	"Gentlemen in so far as I know."
Meshoppen Grange, No. 926, N. C. McMicken, Master.	Yes	"Their character and conduct has been the best."
Roulette Grange, No. 1289, J. G. Marschner, Master.	Yes	"Manly."
Jefferson Grange, No. 1651, S. T. Fruit, Master.	No	"Most of them are all right although some get drunk."
Coudersport Grange, No. 1252, Walter M. Lehman, Master.	No	"The characters and conduct of the State police that were here a few years ago was worse than the lowest citizen."
Turtle Point Grange, No. 1236, B. A. Cooper, Master.	Yes	
Bedford Grange, No. 619, Jas. R. Anderson, Master.	Yes	"Fine."
Mercer Twp. Grange, No. 1525, W. P. Braham, Master.	Yes	"The character of our State troopers as a general thing is good."
Aurora Grange, No. 874, David B. Rose, Master.	Yes	"Good character and conduct."
Uwchland Grange, No. 1298, Clayton K. Evans, Master.	Yes	"Generally the right kind of men."
Burtville Grange, No. 1281, F. L. Jordan, Master.	Yes	"Not afraid to do their duty."
Laury's Grange, No. 1570, R. W. Peters, Master.	Yes	"Like soldiers on duty."
Pringle Hill Grange, No. 1377, C. T. Settlemeyer, Master.	Yes	"Acted like gentlemen."
Trough Creek Grange, No. 444, F. A. Keith, Master.	No	"They behave well enough."
Madison Grange, No. 899, C. W. Noack, Master.	Yes	
Empire Grange, No. 1126, J. A. Farabaugh, Master.	Yes	"The character of those that have been in this community has never been questioned."
Roaring Springs Grange, No. 1490, H. L. Slick, Master.	Yes	"Perfect gentlemen."
Concord Grange, No. 1141, Francis H. Williamson, Master.	Yes	"Satisfactory."
Fulton Grange, No. 66, T. C. Evans, Master.	Yes	"Have always heard they were selected young men."
La Fayette Grange, No. 1555, W. O. Hilliard, Master.	Yes	"Gentlemen, doing whatever they have been called upon to do, willingly, thoroughly and efficiently."
Highland Grange, No. 879, Pierce Miller, Master.	Yes	"Very satisfactory."
Keystone Grange, No. 754, R. G. Landon, Master.	Yes	"Good."
Elk Lake Grange, No. 806, A. W. Kunkle, Master.	Yes	"Good."
Brookhaven Grange, No. 1173, Thos. H. Wittkorn, Master.	Yes	"An able body of men, well behaved and efficient."
Catawissa Grange, No. 216, C. L. Pohe, Master.	Yes	"Very good, they are gentlemen in every respect."
Washington Grange, No. 157, G. B. McFry, Master.	Yes	"They are of good moral character and good conduct."
Granville Summit Grange, No. 309, Encell Taylor, Master.	Yes	
Friendship Grange, No. 1018, R. M. Williams, Master.	Yes	"Good.
Penns Manor Grange, No. 1539, Schuyler C. Stokes, Master.	Yes	"Good."
Lawrence Grange, No. 937, Frank Brant, Master.	Yes	"Never saw any better men or any that conducted themselves any better."

Granges.	Favorable.	Remarks on Personal Character.
Newton Grange, No. 1509, C. U. Dunkelberger, Master.	Yes	
Clifton Grange, No. 1524, James McCarty, Master.	Yes	"Very well behaved."
Foxcroft Grange, No. 1220, Geo. B. Pyle, Master.	Yes	
Goshen Grange, No. 121, Philip Price, Master.	Yes	
Eureka Grange, No. 607, Isaac Blackburn, Master.	No	
Lack Grange, No. 1094, W. D. Keemer, Master.	Yes	"Very gentlemanly in their manner."
Richardville Grange, No. 1562, A. J. Rhodes, Master.	Yes	"The force is composed of men of good character."
Bowman's Creek Grange, No. 820, G. A. Shook, Master.	Yes	"Sober and civil."
Farmington Grange, No. 839, Wm. A. Toombe, Master.	No	
Mountain Grange, No. 567, Porter Michael, Master.	Yes	
Eureka Grange, No. 1324, R. L. Finn, Master.	No	"The personal character is good."
Macungie Grange, No. 1569, Wm. S. Weaver, Master.	Yes	"Good character with one exception."
Hopewell Grange, No. 1398, Millard R. Shaull, Master.	Yes	"O. K."
Jackson Grange, No. 549, L. M. Clupper, Master.	Yes	"It is good."
Harmony Grange, No. 1201, L. W. Roland, Master.	Yes	
Blue Ball Grange, No. 1331, Leonard Smeal, Master.	Yes	"Very good."
Tioga Grange, No. 1223, Chas. A. Horton, Master.	Yes	"Very well behaved and gentlemanly."
Limestone Grange, No. 654, R. C. Allison, Master.	Yes	"Never heard of anything detrimental."
Edgwood Grange, No. 688, Charles A. Row, Master.	Yes	"Good character and very fearless."
East Lynn Grange, No. 1263, Guy Hayman, Master.	Yes	"Men of the highest order."
Independence Grange, No. 179, J. E. Perrin, Master.	Yes	"We think the State boys are just what we need in our State."
Mehoopany Grange, No. 1139, J. F. Kinsman, Master.	Yes	"They are all right."
North Ghent Grange, No. 1568, F. G. Payne, Master.	No	"So far as I know their character was good, but their conduct at some of our fairs was not appreciated by the people and they had several clashes with the people."
Hydetown Grange, No. 1239, Mrs. Lucy N. Gilson, Master.	Yes	"Those who were here were gentlemen in every sense of the word. Tho' apparently young men they were dignified but thorough in their work."
Huntington Creek Grange, No. 398, E. E. Callendar, Master.	Yes	"Very good."
Fairview Twp. Grange, No. 1476, W. V. Rigney, Master.	Yes	"All that I have met seem to be fine fellows."
Red Oak Grange, No. 364, Miles Enders, Master.	No	
Spring Brook Grange, No. 1037, Arthur Jones, Master.	Yes	"I think that as a rule they are of good character and their conduct in several instances down in the Wyoming Valley shows that they are fearless."
Progress Grange, No. 1395, M. S. McWilliams, Master.	Yes	"As for character we find them well educated men generally. They are a well conducted body of men."
Beach Grave Grange, No. 1089, Isaac Hawker, Master.	Yes	"All that I have seen have acted the gentleman."
Moosic Grange, No. 1041, G. H. Knapp, Master.	No	
Pigeon Creek Grange, No. 1575, Chas. Tinley, Master.	Yes	"Very high."
Monroe Grange, No. 641, S. Gale Clark, Master.	Yes	"Good conduct."
Gideon Grange, No. 810, D. P. Forney, Master.	Yes	"They are the most respectable body of public officials I know of."
Pocono Grange, No. 1415, John F. Seem, Master.	Yes	"Conduct of our State force is very good, and they are one of the most efficient body of rurals in the nation."
Fredericksburg Grange, No. 1528, D. J. Darkes, Master.		"A number of them passed our section and stopped over night in town, and they all acted like men."
McKendrie Grange, No. 722, E. L. Bonham, Master.	Yes	"Very good; of course, there are black sheep in almost all organizations."
Quigley Grange, No. 1498, Arthur D. Baird, Master.	Yes	"The personal character of State police I have met has always been excellent."
Richland Grange, No. 1206, James Clark, Master.		"The character and conduct of the State police was considered of the best, and criminals feared them worse than any other officer of the the law."

Granges.	Favorable.	Remarks on Personal Character.
Bloomsburg Grange, No. 322, H. J. Traub, Master.	Yes	"Above reproach, always on the job, fearless, and turning up at most unexpected places and occasions. Mind their own business strictly."
Seipstown Grange, No. 1657, Wm. F. Masters.	Yes	"Generally well behaved and measure up to their requirements."
Liberty Corners Grange, No. 1618, H. C. Bull, Master.		"So far as I have seen conduct themselves in a gentlemanly manner."
Harmony Grange, No. 1112, E. E. Cozadd, Master.	No	
Columbia Grange, No. 46, Geo. W. Manhart, Master.	Yes	
Concord Grange, No. 570, Ford L. Campbell, Master.	Yes	"Must be good, especially when on duty, as I have never heard anything to the contrary."
Asbury Grange, No. 563, C. F. Reinsel, Master.	Yes	"I think they are a good thing and a benefit to the public."
Amwell Grange, No. 1055. E. C. Horn, Master.	Yes	"The ones that I have seen have been of good character and don't seem to mix with our people. They seem to attend strictly to their own business."
Howard Grange, No. 297, A. M. Butler, Master	Yes	"They seemed to attend to their business."
Union Grange. No. 802, Alfred Wells. Master.	No	"Some are gentlemen, others the reverse."
Oakland Grange. No. 1480, Jas. A. Patten. Master.	Yes	"Good."
Mt. Pleasant Grange, No. 1612, J. S. Kauffman, Master.	No	"Their character is such that I would not want my wife or daughter to associate with them."
O. K. Grange, No. 1303, Harvey Ferrebee, Master.	Yes	"Very good."
Ginger Hill Grange, No. 1549. Raymond E. Whitfield, Master.	Yes	"Of good moral character and physically fit."
Doe Run Grange, No. 1269, Hayes C. Taylor, Master.	Yes	"Better trained and better disciplined for their duties than other police are."
Prospect Grange, No. 1379, M. C. Grossman, Master.	No	"The personal character and conduct of the State police have been good."
Sheshequin Grange, No. J. J. Layman. Master.	Yes	"I think that perhaps they might be of better personal character."
Meadow Brook Grange, No. 1439, W. F. Hutchison, Master.	Yes	"The last we had in our district was good."
Pitman Grange, No. 1325, S. G. Ochs, Master.	No	
Wyebrook Grange. No. 1306, Samuel Crouse, Master.	Yes	"They seemed to discharge their duty in a gentlemanly and effective way."
Centre Grange, No. 56, Frank C. Harris, Master.	Yes	"They were fine, well behaved men."
West Alexander Grange, No. 1521, F. W. Donaldson, Master.	No	"So far as I can see they are a good set of men, quiet and watchful and stick to their business."
Overton Grange. No. 1229, Dr. A. J. Bird, Master.	Yes	"Character always the best, and are highly respected."
Curfew Grange, No. 1052, Isaac McClelland, Master.	Yes	"Very good, they seem to be gentlemen in every respect."
East Sullivan Grange, No. 821, Walter Robbins, Master.	Yes	"They are or seem to be men of good character, quiet, fearless, unassuming, and officers that seem to command the respect of the public."
Martin Grange. No. 1274, C. D. Tubbs. Master.	Yes	"What we have learned of them they have been very nice, respectable men."
Kunkle Grange, No. 930, John Isaacs, Master	No	"O. K."
Mifflin Co., Horticultural & Agricultural Ass'n, J. A. Esh, Pres.		"I think they are gentlemen of the highest type."
Punxsutawney Fair Ass'n, G. W. Means, Pres.	Yes	"They had the respect of the best people after they became accustomed to their duties."

Agricultural Associations.	Favorable.	Remarks on Personal Character.
Warren Co. Farmers' & Breeders' Ass'n, D. B. Hitchcock, Pres.		"Those that I have seen from adjoining counties seem to be men of good manners and morals."
Mercer Co. Agricultural Society, Joseph A. Bond, Pres.	No	"They have a good time as far as I see it."
Westmoreland Fair Ass'n, J. W. Ruth, Pres.	Yes	"Very good."
DuBois Driving Ass'n, B. B. McCreight, Pres.	Yes	"Most excellent material; fearless and competent, yet well contained and efficient without parade."
Smythe Park Ass'n, John F. Pitts, Pres.	Yes	"I think they are selected from our best young men, thoroughly trained, and in every way fitted for their duties as rural patrolmen."
Allegheny Co. Agricultural Ass'n, C. B. Burns. Pres.	Yes	
McKean Co. Fair Ass'n, E. A. Studholme, Pres.	Yes	"The personal character and conduct is of the best."
Lawton Agricultural Society, S. C. Birchard, Pres.	Yes	"Very fine young men and on the job all the time."
Conneaut Lake Agricultural Ass'n, H. O. Holcomb, Pres.	No	"No good."
Monroe Co. Agricultural Ass'n, Jesse Ransberry, Pres.	Yes	"Fine personal character."
Lycoming Co. Fair Ass'n, Theo. A. Boak, Pres.	Yes	"Men of good character and conduct."
Red Lion Fair Ass'n, H. L. Perry, Pres.		"They were all right fellows."

Agricultural Associations.	Favorable.	Remarks on Personal Character.
Troy Agricultural Society, Jno. W. Pomeroy, Pres.	Yes	"They are men of high personal character and conduct themselves in a satisfactory manner."
Columbia Co. Agricultural, Horticultural and Mechanical Ass'n, A. R. Henrie, Pres.	Yes	"The men they sent to our fair have always behaved in the best of manner."
Patrons of Husbandry. Leonard Rhone, Pres.	Yes	"Gentlemen and well qualified to keep order."
Delaware Co. Agricultural Society, Thos. H. Wittkorn, Pres.	Yes	"Good. They are a fearless body of men, well trained and high type."
Wilkes-Barre Poultry and Agricultural Ass'n, Inc., J. M. Wilcox, Pres.	Yes	"They are a very fine body of men."
Somerset Agricultural Society, Alva B. Hoffman, Pres.	Yes	"Exceptionally good — they maintain a high standard, understand their business thoroughly."
Union Co. Agricultural Society, W. P. Mauser, Pres.	Yes	"Highest type and character."
Kutztown Fair Ass'n, Chas. D. Herman, Pres.	Yes	"Personal character and conduct A-1."
Clarion Fair Ass'n, Foster M. Mohney, Pres.	Yes	"A No. 1."
Sandy Plains Fair Ass'n, B. Frank Emery, Sec'y.	Yes	
Chester Co. Agricultural Ass'n, David M. Golder, Pres.	Yes	"The best character."
Harford Agricultural Society, E. F. MacConnell, Pres.	Yes	"Gentlemen of first order."
Susquehanna Co. Agricultural Society, F. A. Davies, Pres.	Yes	"In general, *good;* and it is an exception rather than a rule that these men are not gentlemen."
Oil Creek Agricultural Fair Ass'n, G. L. Ackerman, Sec'y.	Yes	"The best possible patrolmen."
Juniata Co. Agricultural Society, Stuart A. Robinson, Pres.	Yes	"They are gentlemen, one State policeman is equivalent to ten home policemen."
Milton Fair and Northumberland Co. Agricultural Ass'n, J. L. Higbee, Pres.	Yes	"Very gentlemanly, very efficient and highly respected."
Middletown Fair Ass'n, A. L. Erb, Pres.	Yes	"Exemplary and an incentive to the rising generation in the right direction."
Bedford Co. Agricultural Society, S. F. Statler, Pres.	Yes	"Fine."
Dallas Union Agricultural Ass'n, W. B. Robinson, Pres.	Yes	"The personal character of these men is of a high standard; progressive, capable, fearless men."
Blair County Grange Fair, W. Frank Beck, Pres.	Yes	"They are a fine body of men. They look well and act well in every way."

Replies were also received from seventy-eight other granges and agricultural associations, but they gave no expression of opinion.

b. Effectiveness in Assisting Other State Departments

1. HEALTH DEPARTMENT.

Harrisburg, Pa., November 21, 1916.

"My personal experience with this organization during the twelve years as Commissioner of Health has given me a very high regard for the effectiveness and efficiency of this force. In that time I have had opportunities to see these men perform their duties under the most trying and unusual circumstances. They have, in my opinion, conducted their work with an intelligence and devotion to duty which is exceptional.

"At the time of the Austin disaster, when I was in charge of the situation following the destruction of that town, the co-operation of the State police and the manner in which they handled the distracted people and the firmness combined with consideration with which they performed their duty was most admirable.

"Again during the fiftieth anniversary of the celebration of the battle of Gettysburg, when sixty thousand veterans and almost an equal number of sightseers were quartered in a borough of five thousand inhabitants, the handling of the traffic and the policing of the borough was efficiently and satisfactorily performed by these men.

"We frequently ask that members of this force be detailed to enforce quarantine regulations in districts where there is a lawless element, and in every instance where such assistance has been asked it has been rendered promptly and effectively."

SAMUEL G. DIXON, M.D.,
Commissioner of Health.

2. GAME COMMISSION.

"* * * while because of their extended duties covering many subjects, I do not think it would be well to place the entire work of game protection in the hands of these men, as suggested by some. I have found their help to be of the greatest value to our work. * * *" (*a*).

JOSEPH KALBFUS,
Sec'y to Board of Game Commission.

3. FISHERIES DEPARTMENT.

Harrisburg, Pa., January 11, 1916.

"This department has at very frequent intervals called upon the police to do work under instructions from this department, and the work they were called upon to do called for men in the highest state of efficiency and men who must be physically sound in every respect. The State police have in every instance, when working under directions from this department, performed the duties they were called upon to do in a very efficient and satisfactory manner, in no instance failing in their duties.

"This body of men the department considers a valuable branch of the State government and holds them in high esteem.

"Better services are derived through the efforts of the State police than through any other source of police power in the Commonwealth, and I am very glad to be able to recommend them in the highest terms."

(Signed) N. R. BULLER,
Commissioner.

Commissioner N. R. Buller's Recommendations to Turn Warden Duties Over to State Police.

"Pennsylvania, at this time possesses a body of men known as the State police whose duty it is to enforce the laws, and from every point of view it seems the proper thing to be done, would be to divorce the Department of Fisheries from the reinforcement of the laws and turn its warden service over to the Superintendent of the State police.

"The care of the warden service devolves a lot of work upon the Department of Fisheries that is entirely foreign and apart from the propagation of fish. It is work that should be done by such trained men as sit in the office of the Superintendent of Police. If the department should be relieved of its warden service it could then devote all its time and energy to the main purpose of its existence.

"There is no question that if the warden service were detached from the Department of Fisheries, there would be much less friction between the department and the public and a better feeling could be created." (*a*)

(*a*) 1909 Report of Secretary of Game Commission.

Former Commissioner William E. Meehan.

"Although the Department of State Police is a distinctly independent branch of the State government, its relations are very close in certain lines of work with those of the Department of Fisheries. Among the duties of the constabulary is the enforcement of the fish laws. This is the first year in which the men had an opportunity to display their value in this particular line of work, and the results prove them to have been of inestimable benefit. On at least one occasion, I am satisfied that by the assistance of the State police, resistance to constituted authority, and perhaps bloodshed, were avoided. * * *

"Captain Groome has at all times held his men in readiness to assist the department when called upon, and this fact has made it much easier for the Department of Fisheries to enforce its fish laws. Independent members of the constabulary patrolled the streams, and made many arrests, and had a marked influence in reducing illegal fishing in their localities. This was particularly true in Sullivan and Luzerne counties. It is a pleasure also to record that from the reports received, they perform their duty quietly, unostentatiously and humanely. There is but one case in which any adverse criticism was made. * * * It was shown that the defendant was shown more consideration than the officer was really called upon to exhibit.

"I feel it due the State Constabulary, not only to report here its doings in connection with the fishery work, but to express my deep appreciation of the valued assistance rendered and the uniform courtesy which has been shown this department by its heads and associates." (*b*)

4. FORESTRY DEPARTMENT.

The opinion of the Forestry Department is found in a letter of Commissioner Conklin which has already been quoted under division 4 of section B, of Part IV. The gist of that opinion is expressed in the last paragraph, which is here repeated:

"We have nothing but praise and approval for the discipline, organization and effective work which the State police of Pennsylvania have rendered in the past and are rendering today to all our citizens."

5. HIGHWAY DEPARTMENT.

The attitude of the State Highway Department is summed up by Commissioner Black's statement that

"* * * it is a magnificent force of men, and I cannot speak too highly of their efficiency."

c. Effectiveness in Policing Riots

1. SOME REPRESENTATIVE OPINIONS IN WILKES-BARRE.

One of the investigators of the Bureau of State Research made a visit to Wilkes-Barre and secured personal interviews on the Wilkes-Barre riot service of the State police. The following digest of the opinions expressed in these interviews, represents almost every phase of opinion on this keenly debated question:

MR. J. B. GALLAGHER, *Traveling Auditor for District* 1, *United Mine Workers of America,* is sure that in practice the State policemen commit more violence with their clubs than the "mobs" they seek to regulate or disperse.

(*a*) Report Fisheries Department, 1914, page 193.
(*b*) Report Fisheries Department, 1906, page 93.

MR. THOMAS HATCH, *Financial Secretary of the Street Carmen's Union* (on strike), insisted the State policemen were inconsiderate of the legal rights of citizens. He cited a case in Wilkes-Barre in which a crowd had been charged and clubs freely used. There had been no violence. The evil resulting from the strike activity of the State police outweighs the good.

REV. FATHER J. J. CURRAN, *Prominent Wilkes-Barre Priest,* was very conservative in his statements. On the whole, he regarded the State police as a good thing. The seat of crime, he declared, would never be destroyed until the drink evil is abolished.

MR. JAMES E. JONES, *President of the Central Labor Union of the Wilkes-Barre District,* said a Cossack system of legalized lawlessness which represses by means of fear and not by means of inspiring the masses with a feeling of justice and impartiality, is demoralizing and undesirable.

MR. D. J. MCCANLEY, *President of the Local Street and Electric Railway Employees' Union,* was of the opinion that in the mind of the great mass of people, not merely of "foreigners," the State police creates fear and hatred, but no real respect. Its primary purpose is to hold labor down, not to "preserve law and order."

MR. E. S. ZOELLER, *Chief of Police of Wilkes-Barre,* is in favor of State police. As regards riot duty, he said local police are apt to be too considerate because the people are their neighbors, but the State policemen go right in and clear the people off the public square in ten minutes. The charges of the labor leaders against the State police he intimated were complimentary rather than derogatory.

MR. KARL G. BUSS, *Deputy Sheriff, Luzerne County,* is an enthusiastic admirer of the State police force. Local police, he said, could be bluffed, but the people knew the State policemen meant what they said. One State police officer, he thought, is worth a dozen ordinary police.

MR. F. M. CHASE, *General Manager and Vice President of the Lehigh Valley Coal Company,* is favorable to the State police.

MR. ANTHONY T. WALSH, *Assistant District Attorney,* thinks the State police a desirable and useful system.

MR. WRIGHT, *Manager of the Wilkes-Barre Railroad Company* (subject to strike), is in favor of State police. He said there is no comparison between local and State policemen.

MR. KOSEK, *Mayor of Wilkes-Barre,* is a supporter of the State police, and is of opinion that it has done effective work in Wilkes-Barre.

2. THE DIVERGENT VIEWS OF CAPITAL AND LABOR.

There is no getting around the fact that on this question of riot (or strike) service, the two parties to any industrial dispute are lined up on opposite sides. In general it may be said that the employers of labor, having vested interests in property, are in favor of a strong police force to protect their property, as well as to preserve general order. The leaders of organized labor, on the other hand, are almost as one in their denunciation of the strike activity of the State police force, because of its effect on the outcome of the strikes. It is difficult to determine whether the rank and file of labor are of the same opinion or not, but the statement of the Pennsylvania State Federation of Labor given below, is perhaps representative of the opinion of the leadership of organized labor in Pennsylvania:

> "It may be seen that this force is of little, if any, use to the State and its citizens. And above all, does it become apparent that it is a body of cruel men, whose conduct stamps them as partial to the interests of the plutocracy, brutal in their dealing with the working-class, generally of low character, and law breakers when occasion requires.
>
> "Let us get rid of them, that Pennsylvania may again return to the old-time peaceable condition, when

it was 'a government of the people, by the people, and for the people.'"

3. THE OPINIONS OF CIVIC ORGANIZATIONS.

Without question there are many employers and workingmen whose opinions are based on an impartial viewpoint of the public welfare, but a close approximation to an impartial opinion can best be secured, if possible, outside the two sources mentioned. The civic organizations in a few of the localities where important riot duty had been performed, were asked to give their opinion in answer to the following questionnaire:

(1) Do you think the State police system is a satisfactory way of handling the problem of industrial riot violence?
(2) What is your opinion as to the personal character of the policemen?
(3) Do you or do you not consider the conduct of State policemen, in policing riots, as overbearing or unwarranted?
(4) Can you illustrate your answer to the third question by reference to actual occurrences in your community?

Part of their replies are here given in full, to indicate their general tenor. Of all the replies received only one was unfavorable, all the rest expressing enthusiastic support of the State force in riot duty.

POLL OF CIVIC ORGANIZATIONS ON RIOT SERVICE

Consumers' League of Eastern Pennsylvania, Philadelphia. *Unfavorable.*

Mary McConnell, Exec. Sec'y.

Ans. 1. "No."

Ans. 2. "Unable to say."

Ans. 3. "Often, yes. This is due perhaps more to the nature of their orders than to the personal character of the men."

Ans. 4. "Answer to 3 based on general observation during times when police have been assigned to strike duty."

Greensburg Board of Trade. *Favorable.*

Winfield S. Lane, President, Greensburg, Pa.

Ans. 1. "Yes, unquestionably."

Ans. 2. "There is no finer body of men nor any police service anywhere than those now composing the various troops of State police."

Ans. 3. "I do not. On the contrary they are most considerate though always firm in demanding the fair treatment that officers of the peace are justly entitled to. And they always command general respect."

Ans. 4. "At the time of a street car strike a few years ago in our county, the women called names from their front porches as the police were passing. One officer walked up to one of the houses, lifted his cap and requested them to cease their unwarranted remarks, at the same time telling them they were officers in the line of duty and they would have to be more respectful. The reply came that they would do as they pleased as long as they were on their own premises, and continued their harangues at the man. Immediately, at a proper signal from the officer, two mounted policemen drove their horses up to where the women were congregated and there was a scattering. It is needless to state that the tumult ceased and thereafter proper respect was continually shown."

Chamber of Commerce, Chester, Pa. *Favorable.*

T. Woodward Trainer, Sec'y.

Ans. 1. "Not only satisfactory, but absolutely necessary, in treating with violent mobs or riots of unusual consequence."

Ans. 2. "The Pennsylvania State police is made up of high-grade men, physically as well as their knowledge of their duty, as practically every member thereof has an honorable discharge from our army. I consider them the ablest body of troops in the United States to-day."

Ans. 3. "No. Any gathering of people not inclined to be law abiding would likely and naturally look upon a *real* officer of the law as being 'overbearing.' Well-trained troops or soldiers simply execute orders from their superiors, and I can assure you the Pennsylvania mounted police will execute such orders fearlessly as soldiers should."

Ans. 4. "Some few years ago this City experienced a serious trolley strike on every line operating in and entering the City. Faithful employes were shot, cars dynamited, etc. The entire State police were brought here by which time we had thousands of undesirable people here from the outside, and the most inspiring sight you ever saw was the moving of cars under the direction and protection of the State Constabulary without the least bit of disorder, and within a very few days a strike that had lasted six months was entirely at an end. We enclose two or three photographs, showing these men on duty in Chester during the strike in question."

Wilkes-Barre Chamber of Commerce. *Favorable.*

R. W. Ferrel, Sec'y, Wilkes-Barre, Pa.

Ans. 1. "Yes."

Ans. 2. "Most of them are high-grade men, regulation while on duty very severe, never heard of a case of one being disorderly while on duty. One or two cases of men becoming envolved with women and being compelled to leave the force."

Ans. 3. "They are very forceful and command instant respect. One of our county officials had his foot trodden on by a horse when he refused to move on under an order to clear the streets. Another had his head cut open by a riot club when he called a trooper a vile name. Both officials consider such conduct unwarranted."

Ans. 4. "The general opinion seems to be that the troopers act under great restraint even in most trying circumstances, and such force as they use is in the most instances warranted."

4. THE OPINIONS OF THE SHERIFFS AND PROSECUTORS.

The opinions to which most weight ought to be attached are those of the sheriffs and prosecutors. Surely, if there is any person who is conversant with the problem of public order and who has an adequate opportunity to judge of the effectiveness of the State police, the sheriffs and the prosecutors must be in that position. And it is indeed remarkable that out of all the replies received from the Pennsylvania sheriffs and prosecutors on this point, not one is adverse to the State police.

POLL OF PENNSYLVANIA'S DISTRICT ATTORNEYS in Answer to the Following Question:

Has the problem of industrial riot violence been more satisfactory and effectively handled in your county since the establishment of the State police system?

Name of County.	Effectively Handled.	Remarks.
Frank H. Strouss, Northumberland Co.	Yes	"Unquestionably."
Geo. H. Rowley, Mercer County.	Yes	"A very few of their number have handled a situation much more satisfactorily than a larger body of militia. They are unquestionably well suited for this particular branch of work."

Name of County.	Effectively Handled.	Remarks.
W. B. Purvis, Butler County.	Yes	"The above question should certainly be answered affirmatively. The State police came into our county with a strong prejudice against them, but it is my belief that if they were withdrawn there would be a vigorous protest not only from our industrial centers but from our rural communities as well."
John B. Hannum, Delaware County.	Yes	"Unquestionably yes—of material service here during street car strike a few years ago."
J. H. Thayer, Sullivan County.	Yes	
John H. Bigelow, Luzerne County.	Yes	"In matter of suppressing riot I may say without hesitation that the State police have rendered excellent service. In fact they are superior in this regard to any other agency of law."
Asher Leip, Northampton County.	Yes	"From our officers' standpoint the last instance when State Constabulary was needed was during strike at Beth Street Works about 3 years ago. The situation was most effectively handled by this body. Deputy sheriffs were on hand, too, but the effective work was done by State Constabulary. There is, however, a feeling against State Constabulary by the average working class."
Archibald M. Hoagland, Lycoming County.	Yes	"Their effectiveness is more apparent in coal mining and big industrial counties."
David J. Reedy, Lackawanna County.	Yes	"From my personal and official experience, I believe that one of the most effective arms of the law in suppressing disorder and riot is the State police, and I am very much in favor of them."
Lee A. McCracken, Venango County.	Yes	"To my mind the sole and chief efficiency of the force lies in this matter. They are more readily obtainable than the State militia and are not influenced by local conditions and local associations as are the police force of the county. In addition, being under military training, they are a decided advantage in carrying out orders."
Clyde V. Ailey, Lawrence County.	Yes	"To my recollection we have had only one or two industrial strikes of any importance in our county since the State police system was inaugurated in our State. The State police gave much assistance to the employers and to those who desired to work when the strike was on."
Lawrence H. Rupp, Lehigh County.	Yes	"We have had only two strikes since the establishment of the Constabulary in this community, and from my own personal observation and knowledge, I believe there is no more effective force in the world than State Constabulary for the purpose of quelling industrial riot violence."
Ira A. La Bar, Monroe County.	Yes	"Yes. I will say positively that the State police far exceed either the militia or regulars in effectively handling industrial riots."
C. A. Whitehouse, Schuylkill County.	Yes	"The presence of the State police has a deterring influence upon those who would resort to violence."
Richard G. Miller, Washington County.	Yes	"From my knowledge of riots in other sections of the State there is no doubt on my part that the State police have handled them more effectively than any other agency."
C. Ward Eicher, Westmoreland County.	Yes	"In cases of riot and in strike cases the State police seem to be the answer to the question of how to preserve order. We have had riots and we have had strikes, and their record has been A-1. I recommend that every State in the Union establish the State police."
W. F. Elkin, Indiana County.	Yes	
C. S. Sheive, Montgomery County.	Yes	
Fred A. Johnson, Cameron County.	Yes	"We have had but one case—a Powder Strike—in which the presence of the State police was a preventing precaution. There was little trouble, but if the police had not been here there might easily have been."
D. C. Reiley, Bedford County.	Yes	

Name of County.	Effectively Handled.	Remarks.
Walter Welch, Clearfield County.	Yes	"While our Pennsylvania State police made mistakes during the first few years, experience in handling strike and riot crowds has enabled them to deal properly in such cases."
Virgil R. Taylor.	Yes	"Yes, the State police have been exceedingly effective in handling labor disturbances due to strikes, etc."
Louis E. Graham, Beaver County.	Yes	"We have had a number of strikes, in industrial plants, and railroads and street car-lines, and it has never been found necessary to call out the militia. The Pennsylvania Yards at Conway are the largest in the world; and the Pittsburgh & Lake Erie R. R. also have yards in this county. During a strike in the former we had no militia. In my opinion the mere presence of the State Constabulary in a strike town is a deterrent from violence."
Colin R. Richmond, Potter County.	Yes	

Replies were received from twenty-three more district attorneys, but they were unable to express any opinion in regard to the riot question as there had been no industrial disturbance at all in their counties or no disturbances which necessitated the calling of the State Constabulary.

POLL OF PENNSYLVANIA'S SHERIFFS
in Answer to the Following Question

Has the problem of industrial riot violence been more satisfactorily and effectively handled in your county since the establishment of the State Police System?

Name of County.	Effectively Handled.	Remarks.
C. C. Homan, Venango County.	Yes	"They are trained and have the nerve to suppress riots."
John G. Waite, Montour County.	Yes	
Earl S. Johnston, Lawrence County.	Yes	"It is very good in case of riots or strike, and has been proven in our city."
B. S. Phillips, Lackawanna County.	Yes	"We find that uniformed officers are more efficacious than deputies who are ununiformed."
Geo. A. W. DeForest, Warren County.	Yes	
James L. Caven, Sullivan County.	Yes	
H. E. Wilson, Huntingdon County.	Yes	
Chas. F. Ditchey, Schuylkill County.	Yes	
B. F. Rice, Columbia County.	Yes	"It has. The State police knows neither friend nor foe when they are called to act."
H. S. Holland, Blair County.	Yes	"To the best of my knowledge, it has."
John E. Heyburn, Delaware County.	Yes	"Would say that as far as riot and violence is concerned, their presence in the communities of which such thing occur has surely been felt."
Chas. M. Meredith, Bucks County.	Yes	
Wm. S. Smathers, Carbon County.	Yes	"That horrible Bayonne affair would have never been had your State the efficient and capable Mounted State police that we have."
H. C. Stark, Wyoming County.	No	
Geo. H. Yavnell, Centre County.	Yes	"Undoubtedly it has."
Geo. W. Richards, Allegheny County.	Yes	
G. R. Thompson, Adams County.	Yes	

Thirteen more replies were received from sheriffs. Nine of these were unable to express an opinion on the riot question as there had been no industrial disturbances at all in their counties, or no disturbances which necessitated the calling in of the State Constabulary. Four made no statement of any kind in reply to this question.

5—The Relation of the Pennsylvania State Police to the National Guard

a. The Transfer of Riot Duty

Practically speaking, the riot duty of the National Guard has been taken over by the State police. Since the inauguration of the State police system, the National Guard has been called out for riot service only once, and then it was because the State police was being used for important riot service in another part of the State. The one instance referred to occurred in the Spring of 1916 and is thus described by the Adjutant General's office, under date of October 9, 1916: (*a*)

> "Unfortunately, the four Troops of the State police were all busily employed in protecting the interests of the public in Wyoming Valley during the street car strike last spring, when the emergency arose in the Allegheny County (Pittsburgh) district. Therefore no State police were available for service.
>
> "The Governor then decided that it was necessary to call out a portion of the National Guard of the State for the purpose of protecting the citizens of the towns of Wilmerding, Turtle Creek, Braddock, and East Pittsburgh, who were being intimidated by irresponsible mobs, largely composed of foreigners.
>
> "For this purpose the Governor directed the Adjutant-General to call out and place on active duty in the field of disturbance four troops of cavalry and one regiment of infantry. A second regiment of infantry was mobilized, six companies of it at their home stations and six companies of it at regimental headquarters, which was on the main line of the Pennsylvania Railroad, at Greensburgh, within an hour's run of the affected district. These troops were kept on duty from *May 2d until May 19th.*

(*a*) The statement quoted is taken from Miss Mayo's book "Justice to All," page 284.

> "All the bills for this tour of duty have not as yet been audited, but the approximate cost to the State for transportation, subsistence, and pay will amount to about $57,000, while the cost of material and stores rendered unserviceable by this tour of duty will approximate $20,000."

There are, on the other hand, nine important occasions of riot service which Major Groome declares would have necessitated the calling out of the National Guard, if it had not been for the State police force. A list of these nine occasions together with tables summarizing the activity of the State police in policing them will be found under section E of Part III.

In connection with a study of the transfer of riot duty from the National Guard to the State police, two questions are pertinent: (*A*) How has the transfer affected the proper development of the National Guard? (*B*) How has the transfer affected the effectiveness of the riot service performed?

b. How Has the Transfer Affected the National Guard?

The opposition of labor unions to enlistment in the National Guard because of possible riot duty in connection with strikes is well known. This fact has often served to hamper the development of the National Guard along military lines, and has often given rise to proposals to transfer riot duty to some other police body, as has been done in Pennsylvania. The results that have been obtained in Pennsylvania by such action are indicated in the following statements by Pennsylvania officials:

Thomas J. Stewart, Adjutant-General—Nov. 15, 1916.

> "It is believed that the relief from police duty by the National Guard resulting in the establishment of the Pennsylvania State Police has been helpful and beneficial to the National Guard of the State in removing the objection to what is known as 'Riot Duty' and further removing to a very great degree the objection of the labor organizations to the National Guard of the State."

A. W. Powell, Auditor-General and Member of State Military Board. (*a*)

> "Since its release by the State police from the burden of police duty, the National Guard of Pennsylvania has enjoyed a resultant increase in the number of enlistments and a raising of the standards of both officers and men. The personnel has improved from 25% to 50% since the creation of the State police. Both officers and men have become careful students of military problems, both tactical and administrative, and many of the companies and regiments have waiting lists composed of clean, active young men who desire the benefit of such study."

Charles Bowman Dougherty, Major-General, Retired 1916. (*b*) *Oct. 5th, 1916.*

> "If we are ever going to build up the National Guard to make it a national force, it must be kept free from being pushed into the maelstrom of disputes between capital and labor; and a State police such as ours is the one and only means to achieve this end. During the twenty-five years preceding the formation of the State police, the National Guard of this State was frequently called upon to suppress riotous disturbances in different parts of the State. Since the organization of the State police this has been entirely avoided excepting upon one recent occasion.
>
> "The National Guard's interests are therefore greatly furthered by the existence and efficiency of the State police force, and from that as from all other points of view involving the welfare and safety of the people, a like force should exist in every State in the Union."

(*a*) Statement quoted is taken from Miss Mayo's book, "Justice to All," page 287.
(*b*) Statement quoted is taken from Miss Bayo's book, "Justice to All," page 279.

Colonel E. M. Weaver, U. S. A., Chief of Federal Division of Militia Affairs. (*a*)

November, 1910.

> "This force of highly trained soldiers of the highest standard of discipline, maintained constantly in the most efficient state of drill and equipment, has been introduced in Pennsylvania * * * to supplement the work of the city police or county constabulary in any part of the State in case of an emergency which overtaxes the capacity of the local police or constabulary. It operates practically to relieve the organized militia from all strikes or other duty that would bring them into antagonism with representatives of the labor unions and reserves the militia forces of the State particularly for the national defense."

c. How Has the Transfer Affected Riot Service?

The transfer of riot duty to the State police has not only benefited the National Guard, but has increased the effectiveness of the riot service performed. No one will deny the fact that the experience and steady training of the State police troopers in riot service gives them a great advantage over militiamen whose only training has been to shoot to kill.

Major Dougherty, who has been quoted before, says with regard to this point, "One troop of State police will accomplish as much as a regiment of infantry and do it quicker."

The State police and the National Guard of Pennsylvania have therefore found their respective fields of service to be distinct and separate; and both the riot service and the national defense have been bettered by the "division of labor."

6—The Cost of the Pennsylvania State Police

The annual cost of the Department of State Police, as taken from the auditors' reports, is shown in the following table:

Year	Total Expenses	Salaries
1906	$159,375.00	
1907	266,876.18	$247,651.18
1908	267,472.88	171,347.88
1909	231,105.64	162,005.64
1910	254,870.75	162,020.91
1911	302,837.21	188,374.49
1912	292,555.17	220,417.71
1913	333,778.87	219,016.33
1914	297,606.04	222,496.08
1915	329,361.87	

This direct cost to the State is but one of several financial factors that must be taken into consideration in weighing the money cost of the system. There is little reason to doubt that the State police fully pays for itself in various economies effected. In the matter of replacing the National Guard for riot duty, for example, it is probable that enough is saved to pay the entire expenses of the force year in and year out. It has been pointed out that the calling out of the National Guard in 1902 cost the State almost a million dollars. If Major Groome's estimate is correct—that there have been nine important occasions of riot service for which the National Guard would have been called out, had it not been for the State police—then the saving effected must have been considerable. The calling out of the National Guard in the Spring of 1916, it will be remembered, cost approximately $77,000 for the seventeen days' service. The saving to the various State departments because of patrol service and to the

(*a*) Statement quoted is taken from Miss Mayo's book, "Justice to All," page 284.

local authorities because of detective service, needs only be mentioned to be recognized. Considering the results accomplished by the force, one must admit that the three hundred odd thousand a year is an economical and profitable investment from a strictly financial standpoint.

Summary. The State of Pennsylvania has had a State police since 1905, consisting of two hundred and twenty-eight mounted and uniformed men. The State policemen, trained in the United States Army, are thoroughly disciplined and familiar with the criminal law of Pennsylvania and their duties as guardians of life and property. They are, with few exceptions, men of high reputation and are held in highest esteem by the farmers of Pennsylvania. The men are divided over the State into between thirty and fifty stations and sub-stations, and spend the greater part of their time patrolling the rural sections. During the last ten years they have patrolled 4,547,194 miles, or an average of about 454,719 miles per year. They have made 27,650 arrests, or an average of 2,765 per year, to say nothing of the incalculable number of crimes which they have deterred by their constant patrol. They have been particularly effective in deterring and apprehending *larceny, burglary, assault and battery, disorderly conduct, carrying concealed and deadly weapons, violations of the game and liquor laws, malicious mischief and rioting.* Superintendent Groome testified before the Industrial Relations Commission in 1915 that his force since its beginning had spent an average of "one day per year per man" only in actual riot policing. This estimate would not hold at the present time. The Fish and Game, Forest Fire, Health and Road Departments all testify to the valuable assistance which has been rendered them by the State police. The impartial sentiment of Pennsylvania toward its own State police rural patrol was gathered by addressing a letter to every grange, agricultural and farmer organization in the State, to every Prosecutor of the Pleas, and to every sheriff. This letter stated that the investigation was made from an absolutely unbiased standpoint, and that their frank opinion was desired irrespective of what that opinion might be. Two hundred and ten of the two hundred and forty-nine replies received from the various organizations of farmers (granges and agricultural societies) emphasized the direct benefit and protection which they had been given by the Pennsylvania State police; and thirty-nine replies said they had not been directly benefited by the State police. The few negative replies usually made note, however, that the force had not operated in their particular district. Forty of the forty-four replies received from Prosecutors of the Pleas spoke heartily in favor, and oftentimes with enthusiasm, of the work accomplished by the State police in patrolling the rural sections and four were indifferent or adverse. Twenty-three of the twenty-five replies from sheriffs spoke in favor and two in opposition.

CHAPTER IV

Other Systems of State Police in America

There are nine other States in America (e. g. not counting Pennsylvania) which now have State police systems of some form. Two other States (Arizona and New Mexico) have at one time had State police systems. The present systems, not yet considered, are commonly known as the Texas Rangers, the Massachusetts District Police, the Louisiana Constabulary, the South Carolina Rural Police, the North Carolina Rural Police, the Rhode Island State Police, the Connecticut State Police, the Nevada State Police and the Tennessee Rangers. Each of these various systems is here considered separately and in the chronological order of adoption.

1—The Texas Rangers

The oldest organization of state patrolmen in this country is the well-known body of men called Texas Rangers. The Texas Rangers have had a particularly difficult criminal problem to cope with and have also been thrown in contact with the Mexican border troubles. Their courageous handling of the situation has given them a national reputation. The Ranger force was given its present status by the Twenty-seventh Legislature of the State in 1901. The statute, as then passed and as still in force, is appended hereto. (*a*)

(*a*) THE TEXAS STATUTE.

An Act to provide for the organization of a "Ranger Force" for the protection of the frontier against marauding and thieving parties, and for the suppression of lawlessness and crime throughout the State; to prescribe the duties and powers of members of such force, and to regulate their compensation.

Section 1. Be it enacted by the Legislature of the State of Texas; That the Governor be and is hereby authorized to organize a force to be known as the "Ranger Force," for the purpose of protecting the frontier against marauding or thieving parties, and for the suppression of lawlessness and crime throughout the State.

Section 2. The "Ranger Force" shall consist of not to exceed four separate companies of mounted men, each company to consist of not to exceed one captain, one first sergeant and twenty privates, and one quartermaster for the entire force. The captains of companies and the quartermaster shall be appointed by the Governor and shall be removed at his pleasure, unless sooner so removed by the Governor; they shall serve for two years and until their successors are appointed and qualified.

Section 3. The pay of officers and men shall be as follows: Captains, one hundred ($100) dollars each per month; sergeants, fifty ($50) dollars each per month; and privates forty ($40) dollars each per month. The payments shall be made at such times and in such manner as the Adjutant General of the State may prescribe.

Section 4. The Governor shall appoint a quartermaster for this force, who shall discharge the duties of quartermaster, commissary and paymaster, and shall have the rank and receive the pay of a captain.

Section 5. That this force shall always be under the command of the Governor to be operated by his direction in such manner, in such detachments and in such localities as the Governor may direct.

Section 6. The Governor is hereby authorized to keep this force, or so much thereof as he may deem necessary, in the field as long as in his judgment there may be necessity for such a force; and men who may volunteer in such service shall do so for such term not to exceed two years, subject to disbandment in whole or in part at any time, and reassemblage or reorganization of the whole force or such portion thereof as may be deemed necessary by order of the Governor.

Section 7. That the quartermaster, or if so directed by the Adjutant General, company commanders shall purchase all supplies hereinafter provided for, and shall make a certificate on the voucher of the party or parties from whom the supplies were purchased, to the effect that "the account is correct and just, and the articles purchased were at the lowest market prices."

Section 8. Each officer, non-commissioned officer and private of said force shall furnish himself with a suitable horse, horse equipment, clothing, etc., provided, that if his horse is killed in action it shall be paid for by the State at a fair market value at the time when killed.

Section 9. That the State shall furnish each member of said force with one improved carbine and pistol at cost, the price of which shall be deducted from the first money due such officer or man, and shall furnish said force with rations of subsistence, camp equipage and ammunition for the officers and men, and also forage for horses.

Section 10. The amount of rations and forage shall not exceed the following, to-wit: For each man's daily allowance, twelve ounces bacon or twenty ounces beef, twenty ounces of flour or corn meal, two and two-fifth ounces of beans or peas, one and three-fifth ounces of rice, three and one-fifth ounces of coffee, three and one-fifth ounces of sugar, one-sixth gill of vinegar or pickles, one-sixth ounce candles, one-third ounce of soap, two-thirds of an ounce of salt, one twenty-fourth of an ounce of pepper, four and four-fifths ounces of potatoes, sixteen twenty-fifths of an ounce of baking powder. The forage for each horse shall not exceed twelve pounds of corn or oats, and fourteen pounds of hay per day, and two ounces of salt per week; provided that when in case of emergency the members of said force are employed in such duty that it is impracticable to furnish the rations herein provided for, each member of said force so employed shall be allowed for his necessary actual expense for such subsistence not to exceed one dollar and fifty cents ($1.50) per day; and provided further, that when it becomes necessary to move the members of said force from one place to another by railroad the actual necessary expenses of such transportation shall be paid.

Section 11. The officers, non-commissioned officers and privates of this force shall be clothed with all the powers of peace officers, and shall aid the regular civil authorities in the execution of the laws. They shall have authority to make arrests, and to execute process in criminal cases, and in such cases they shall be governed by law regulating and defining the powers and duties of sheriffs when in discharge of similar duties; except that they shall have the power, and shall be authorized to make arrests and to execute all process in criminal cases in any county in the State. They shall, before entering on the discharge of these duties, taken an oath before some authority legally authorized to administer the same, that each of them "will faithfully perform his duties in accordance with law." In order to arrest and bring to justice men who have banded together for the purpose of committing robbery, or other felonies, and to prevent the execution of the laws, the officers, non-commissioned officers and privates of said force may accept the services of such citizens as shall volunteer to aid them, but while so engaged, such citizens shall not receive pay from the State for such services.

Section 12. When said force, or any member or members thereof, shall arrest any person charged with the commission of a criminal offense, they shall forthwith convey said person to the county where he or they stand charged with the commission of an offense, and shall deliver him or them to the proper officer, taking his receipt therefor, and all necessary expenses thus incurred will be paid by the State.

Section 13. The Governor and Adjutant General shall cause to be made such regulations for the government and control of the organization herein provided for, and for the enlistment and employment of non-commissioned officers and privates, as they may deem necessary to the end that the force so provided shall be as effective as possible.

Section 14. All laws and parts of laws, both general and special, in conflict with the provisions of this act, are hereby repealed.

Section 15. The fact that the revised statutes are indefinite, and that a defect exists, in that the privates of said force have no authority to execute criminal process, creates an emergency and an imperative public necessity that the constitutional rule requiring bills to be read on three several days be suspended, and that this act take effect and be in force from and after its passage, and it is so enacted.

(*a*) General Orders No. 5, Division 1, October 1, 1915.

Organization and Administration of the Force. The control of the Texas Rangers is vested in the Governor of the State, who appoints the captains and the quartermaster, and who, together with the Adjutant General, makes the regulations for the enlistment, discipline, and disposition of the force. At his orders the force may be removed to different location, reorganized, or even disbanded. In practice, the Adjutant General supervises the force.

The maximum number on the force permitted by law is eighty-nine. In the last fifteen years, however, the force has varied in size from eighteen to fifty-six, according to the need and according to financial exigencies.

The force as reorganized October 1, 1915 (*a*), and as constituted at present consists of:

Company A, 1 Captain, 1 Sergeant, 16 privates.
Company B, 1 Captain, 1 Sergeant, 16 privates.
Company C, 1 Captain, 1 Sergeant,
Company, D, 1 Captain, 1 Sergeant, 16 privates.

The captains are appointed by the Governor for a term of two years and may be removed by him at any time. The non-commissioned officers and privates are enlisted according to general orders laid down by the Adjutant and the Governor, and for a term of two years.

The pay of the captains is $100 per month, of the sergeants $50 per month, and of the privates $40 per month. Each man is obliged to furnish himself with a horse and uniform, and to pay for his arms. The State provides food, ammunition, camp equipage, and forage.

The annual cost of maintaining the Texas Rangers is approximately $35,000.

The Powers and Duties of the Force. The statute provides that the members of the force "shall be clothed with all the powers of peace officers, and shall aid the regular civil authorities in the execution of the laws." This power to make arrests and to execute criminals process is the same as that of the sheriffs, and extends over the entire State.

The Rangers are not a substitute for local officers but are a supplement to them in cases where assistance is needed. Division 5 of General Order No. 5, October 1, 1915, declares

> "The Ranger Force is not intended to supplant the ordinary constabulary, and its operations will be confined to arrests of persons charged with the commission of felonies and carrying concealed weapons and to the prevention of breaches of the peace."

The following paragraph taken from the 1904 report of the Adjutant General (*a*) indicates the relation of the force to the local authorities:

> "The force has only been employed in cases of grave danger, and the officers and men are only assigned to duty on the request of the local authorities and citizens. Many requests for details of Rangers on important duty cannot be complied with, owing to the small force now maintained. The greatest demand for the services of the rangers comes from counties bordering on the Rio Grande."

The Results Achieved by the Force. An analysis of the arrests made by the Texas Rangers shows that the original intention to turn the serious cases over to the Rangers has been largely fulfilled. The three most numerous crimes appearing in the lists of arrests are: (1) horse and cattle theft; (2) carrying concealed weapons, and (3) murder and assault to murder. In addition, the force maintains a very extensive patrol. In the biennium 1907-1908, the 27 men of the force made 1017 arrests and patrolled 277,871 miles.

As to the general effectiveness of the Rangers, the consensus of opinion seems to be highly favorable. Adjutant General J. O. Newton, in 1910 (*b*) said, "I consider the Ranger Force in Texas one of the best agencies for the enforcement of law in the world. Too much cannot be said for these men and their services."

The attitude of the local communities towards the State force is well described by Mr. John Hulen, Adjutant General in 1906, in his report for that year.

> "Almost without exception where Rangers have been sent into a county or community where Rangers have not previously been employed, the people at first have been hostile and resentful on account of their presence, but in every case the very best people of such counties soon came to the conclusion that the Rangers are of great service to them and it is often difficult to remove Rangers from such communities on account of the feeling of security in their presence."

Conclusions. A study of the Texas situation shows that the value of Rangers lies in three facts: first, the fact that the sheriffs cannot give the service required; second, the fact that the Rangers are mounted and can ride from county to county; and third, the fact that criminals are fearful of patrolmen who are constantly on the move and who are "turning up" when not expected.

Various recommendations have been made by the Adjutant General of Texas from time to time with the idea of strengthening the force still more. Some of the suggestions are: first, a longer term of enlistment; second, better pay for the men; third, a more adequate system of enforcing discipline, and fourth, the furnishing of horses and equipment by the State rather than by the men.

2—The Massachusetts District Police

Organization and Administration. The District Police of Massachusetts consists of a force of 68 men and 5 officers divided into three departments—Detective and Fire Inspection, Boiler Inspection, and Building Inspection. The detective department consists of eleven fire inspectors and fifteen detectives.

The Chief of the District Police receives a salary of $3000 per year, the Deputy Chief of the detective department,

(*a*) Report Adj. General, Texas, 1904, page 17.
(*b*) Report Adjutant General, Texas, 1906, page 31.

$2400, the Captain of the detective squad, $2000, the Chief Fire Inspector, $2000, and other members of the detective and fire inspection department, $1500 for the first year with a $50 increase a year for each year's service until the salary is $1750. The approximate total cost of the detective department for 1916 was $100,000.

Provision is made for pensioning men injured in the discharge of their duty and for those who have served over twenty years and are incapacitated for further service.

The Chief of the District Police has direct control of the action of the police. The Governor may remove any officer of the force. The other members hold office during good behavior under the civil service rules of the State.

Powers and Duties. The district police have all the powers of a constable, police officer, and watchman except that they can not serve civil process. They may arrest a person for a misdemeanor without a warrant provided they know the warrant is in fact issued. These powers may be exercised anywhere in the State.

The duties of the detective department are the collection of evidence for District Attorneys, the investigation of all incendiary fires, the enforcement of law relative to the keeping, storage, use, etc., of explosives, the regulation of the tramp problem, the enforcement of the fisheries laws, the enforcement of the liquor laws, and the aiding in the enforcement of all laws of the State. Many investigations are turned over to the District Police. Some of the officers are assigned to special sections while others work in different parts of the State. They do no patrol duty except on the water. The Governor may call on them to do riot duty.

Results The District Attorneys' offices through the State have been greatly relieved by the help of these efficient detectives. One county uses two of the detectives all the time. Many counties are too small to employ a regular county detective. The District Police have solved this problem for them by supplying a trained man whenever needed. As the object of this force is to obtain evidence and make investigations, the number of investigations rather than the number of arrests shows the amount of work done by the force. In 1915 the detective department alone made 7052 investigations some of which occupied over three weeks. In 1913 riot duty aggregating 795 days was performed and 197 days were spent in enforcing the muffler law. There was no riot duty performed in 1914 or 1915. (*a*)

Although undoubtedly the District Police fill a very great need still they do not take the place of a State constabulary in patrol or riot duty. The Chief of the District Police, John H. Plunkett, says that with the ever increasing duties placed on the District Police, no time is left for riot duty. (*b*) In fact a commission has just been appointed which has made recommendations in regard to a State police system that will do patrol duty and relieve the militia from all riot duty.

The following table of cases prosecuted by the detective department shows the number acquitted and the number found guilty, during 1913 and 1915, of such major crimes as murder, breaking and entering, larceny, arson, robbery, rape, and manslaughter:

	Found guilty	Acquitted
1913	133	7
1915	144	6

This is a remarkable record of efficiency when it is noted that this is a record of only the most serious crimes, and that only 4% of those indicted escaped conviction.

(*a*) Letter from John H. Plunkett, Chief of District Police, dated October 21, 1916.
(*b*) Ibid.

Below is given a summary of the duties performed by the Detective and Fire Inspection department of the District Police during the period from 1913-1915 inclusive:

	1913	1914	1915
Total number of arrests	435	423	512
Total number of prosecutions	539	559	693
Total number of fires investigated	4869	5074	5514
Total number of investigations (other than fires)	1519	1790	1538

The table above shows 693 prosecutions in 1915. A table of 400 of these crimes is given below.

IMPORTANT PROSECUTIONS BY DISTRICT POLICE, 1915.

Arson	29
Assault and battery	10
Present in gambling house	11
Breaking and entering	74
Burning building	32
Criminal trespass	18
Fugitives from justice	13
Gambling	14
Larceny	95
Lewd and lascivious cohabitation	29
Murder	16
Practising medicine illegally	23
Rape	14
Violation of motor boat muffler law	22
Total	400

This table strikingly illustrates the fact that the detectives of the District Police prosecute chiefly the most serious crimes.

Conclusion. The strictly police and detective work of the District Police is only a part of the whole range of duties that has been imposed by law on this very "handy" instrument of the State government. It is evident that purely detective functions have been efficiently performed, but that the functions of rural patrol and riot duty have not been materially developed. Whether the concentration of many diverse duties in one State department is advisable is still a matter of dispute. The recent Massachusetts Commission, which has investigated the whole matter of police organization, thinks that the diversity of duty vitiates the effectiveness of the work done, and that the State police department should be limited to strictly police work. It recommends the gradual development of a rural patrol force. The suggestions which the commission makes regarding the disposition of the District Police can be found in the complete report, given in full in Part Three of the Appendix.

3—Louisiana Constabulary

Organization and Administration. In 1870, Louisiana established a constabulary in some respects like a State organization and in others like a county organization. The Governor, if he considers it necessary, is authorized to appoint one chief constable for each parish except three. The chief constables shall have power to appoint "such a number of deputy constables. * * * as may be necessary to perform the duties prescribed."

These chief constables hold office during the pleasure of the Governor, and must give $500 bond to State for the faithful performance of their duty. The deputies may be removed for cause by the chief constables. The chief constables receive four dollars a day and the deputies three dollars, while on duty. All the constables are paid by parishes rather than by the State.

The constabulary is a temporany organization for emergency duty, although the Governor has enough power practically to make it permanent in many parishes.

Powers and Duties. The chief constable has authority to act only within his parish unless assigned by the Governor to help quell disorder in another parish. The constables or deputies may arrest for violation of the law upon warrants issued by the proper local authorities.

The Louisiana statute is given in footnote. (*a*)

4—The Royal Northwest Mounted Police

The Royal Northwest Mounted Police was organized in 1873 to cope with the criminal problems connected with the Canadian fur trade. "No body of men have been more deservedly praised than the apostles of law and order on the plains of Western Canada." (*a*) In 1876, the diplomacy and bravery of these police prevented a serious invasion and massacre by Sitting Bull, the Indian Chief who exterminated General Custer and his little band.

Organization and Administration. In November, 1915, the Royal Northwest Mounted Police enrolled 60 officers and 869 non-commissioned offcers and constables.

The force is controlled by the Federal Government, but the enforcement of the criminal laws is under the supervision of the Attorneys General of the different provinces. The police take charge of all serious epidemics and aid the Department of Interior in caring for settlers in times of famine.

The force is paid as follows:

Commissioner (per annum)	$2600.00
Superintendents (per annum)	1400.00
Inspectors (per annum)	1000.00
Surgeon (per annum)	1400.00
Sergeants (per day)	1.25
Corporals (per day)	1.10
Constables, first year (per day)	.65

with 5 cent increase for each year's service up to nine years. (*c*)

Powers and Duties. The duties of the constables and the officers are to patrol sections to which they are assigned, in order to enforce the laws of Canada, to prevent the commission of crime. The officers have the right to enter any building to search for liquor kept unlawfully. The police have all the rights of constables.

Work Done by Force. A partial record of the major crimes for 1913, 1914 and 1915 follows:

Crime.	1913 Cases tried.	1913 Convictions.	1914 Cases tried.	1914 Convictions.	1915 Cases tried.	1915 Convictions.
Assault	1,594	1,309	1,761	1,478	1,865	1,556
Burglary and attempted	17	13	63	55	52	43
Carrying concealed weapons	89	86	134	127	116	109
False pretenses	298	193	..	..	300	185
Forgery	104	86	80	63	64	45
Murder	38	16	30	21	25	6
Murder, attempted	28	17	20	12	19	10
Theft	1,513	1,112	1,839	1,376	1,984	1,418
Vagrancy	2,134	2,037	1,867	1,801	1,385	1,285
Total of all crimes	15,131	12,985	16,406	14,116	16,198	13,523
(Including those enumerated above)		85.8%		86.0%		83.4%

(*a*) LOUISIANA CONSTABULARY STATUTE.

Governor to Appoint Chief Constable in Each Parish.

Section 1. There shall hereafter be appointed by the Governor, with the advice and consent of the Senate, one chief constable, in each parish of the State, except in the parishes of Orleans, Jefferson and St. Bernard, which chief constable shall have power to appoint in his parish, such a number of deputy constables, from time to time as may be necessary to perform the duties hereinafter prescribed.

Term of Office.

Section 2. The term of office for each chief constable shall continue during the pleasure of the Governor, subject to removal by him.

Bond; Oath.

Section 3. The chief constable shall be commissioned, but before receiving such commission, or entering on the discharge of the duties of his office, he shall give bond for the faithful discharge of his duties in the sum of five hundred dollars, with security to be approved by the Governor, and take and subscribe the oath prescribed by the Constitution, and the oath or oaths prescribed by law, or officers of the State, before receiving their commission.

Deputies.

Section 4. The Governor shall commission the deputy constables, selected by the chief constable, after they shall have taken the oath, prescribed for State officers, the said deputy constables being subject to removal by the chief constable for good and sufficient reason; provided, however, that no chief constable or deputy constable shall be commissioned in those parishes where, in the opinion of the Governor, their services are not required.

Vacancies.

Section 5. The Governor shall have power to fill all vacancies that may occur in the office of chief constable or deputy constables.

Duty of Constables.

Section 6. It shall be the duty of the chief constable, subject to the order of the Governor, to preserve the peace, quell disturbances and riots, and upon the warrant of any court of competent jurisdiction, to summarily arrest all persons charged with murder, manslaughter, assault, robberies, burglary, arson, riots or disturbances of the peace; provided, that any person so arrested shall be entitled to be brought forthwith before the parish judge of the parish or the district judge of the district, and to a speedy examination and prompt commitment or discharge, according to law.

Necessary Deputies.

Section 7. To execute these duties, the chief constable shall have authority to call into active service such a number of the deputy constables of this parish as he may deem necessary, who shall, during such special service, be subject exclusively to the orders of the chief constable and of the Governor.

Compensation of Deputies.

Section 8. Each deputy constable, when employed as herein provided, shall be entitled to three dollars per day, to be paid by the parish treasurer upon the certificate of the chief constable of the parish, supported by the oath or affirmation of the deputy constable.

Penalty for Resistance to Constable.

Section 9. Any person who shall by violence resist or impede, or aid and abet such resistance to any such chief constable or deputy constable, in the performance of his duty under the provisions of this Act, shall be deemed guilty of felony, and upon conviction thereof, be punished by imprisonment in the penitentiary for not less than two years, or by a fine of not less than five hundred dollars, or by both fine and imprisonment.

Authority of Chief Constable.

Section 10. Said chief constables shall have authority to act within the limits of their respective parishes; provided, that the Governor may, when in his judgment it becomes necessary, authorize the chief constable of any parish, with such deputy constables as may be necessary, to assist the chief constable of another parish, and he may, in such cases, assign such officer as he may deem proper to command the whole.

Sheriff May Be Commissioned Constable.

Section 11. The Governor may commission the sheriff of any parish to act as chief constable under this Act; and any sheriff so commissioned and acting shall have the powers and compensation, and perform the duties herein prescribed for the chief constable of a parish.

Compensation of Chief Constables.

Section 12. Each chief constable shall receive as compensation four dollars per day for the number of days he may perform actual service as chief constable, to be paid to him by the parish treasurer upon the warrant of the parish judge, approved by the Governor.

Deputies Assigned.

Section 13. The chief constable of each parish shall assign to each voting precinct of the parish one deputy constable, who shall, for the term of his commission, have all the powers and perform all the duties and receive the same compensation in fees that is now prescribed by law for constables.

Punishment for Violation.

Section 14. Hereafter no person shall assume to exercise the power or perform the duties now or hereafter prescribed by law for constables, except such persons as shall be appointed under the provisions of this Act. Any person violating the provisions of this Section shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not less than fifty dollars, and imprisonment for not less than three months, for each and every such violation.

Prosecution of Arrested Persons.

Section 15. The chief constable shall prosecute every person arrested under the provisions of this Act before the proper Court, and if such person shall be convicted, he shall be fined by the Court, in addition to the penalties hereinbefore prescribed, the sum of ten dollars, to be paid into the parish treasury, and shall be committed to prison until such fine is paid.

Fines—How Kept.

Section 16. The parish treasurer shall keep all fines collected under the previous Section in a separate fund for the payment of the chief and deputy constables.

Governor to Appoint Constables—When.

Section 17. Nothing in this Act shall be so construed as to authorize and empower the Governor to appoint and commission said constables in any parish, except where violence or disturbance of the peace is threatened, or where the sheriff of any parish, or a number of any respectable citizens thereof may notify him that it is likely to ensue.

(*b*) Overland Monthly, June, 1916, page 480.
(*c*) "Rules and Regulations," 1909.

The preceding table shows a remarkable record of efficiency. It is to be noted that the 15% unconvicted cases contains cases dropped as well as those dismissed. There is no record of the number of warrants issued and of the number returned, but the police have the reputation of seldom letting a man escape and the percentage of fugitives is undoubtedly very small. One reason for this is the pride which the members of the force take in their records. Another reason is the uniformly high calibre of the men enlisted.

The Royal Northwest Mounted Police have not only enforced law and deterred crime, but have literally made it possible for peaceful citizens to settle and build up the Northwest at a time when criminals, Indians and nature conspired to drive the peaceful settlers back from their preserves.

5—Rural Police in South Carolina

Organization and Administration. South Carolina has a rural police in 23 out of 44 counties. The rural police laws have been repealed in 9 counties. The principal duty of these police is to patrol the rural sections in the various counties. The officers are appointed in various ways in the different counties, generally by the Governor on the recommendation of the general assembly of the county, although in some counties the appointment is made by the sheriff or the County Board of Commissioners. They may be removed in all cases by the appointing power. They are usually appointed for a term of three years. The number of rural policemen ranges from 73 to 85. They are paid on an average $71.50 per month and are under $500 bonds. Each officer has to furnish his horse and all the equipment. A usual provision in the county rural police laws is that policemen shall not be addicted to the use of alcoholic liquors or drugs.

Powers and Duties. It is the duty of the rural police to patrol the whole area of the county twice a week and report the conditions to the sheriff. When necessary the officers must remain on duty at night. They are to enforce all laws, especially laws concerning breaches of the peace, drunkenness, obscene and profane language, carrying concealed weapons, violations of fish and game laws, trespassing, gambling, vagrancy, setting fires, cruelty to animals and violations of the child labor law. In addition, they must collect delinquent taxes without compensation.

The rural police have power to arrest without warrant for a freshly committed crime, and to summon a "Posse comitatus," besides the usual powers given a constable.

Conclusion. The rural police of South Carolina is a body of men primarily intended for patrol duty and the prevention and apprehension of crime. The laws that Richland and Laurens counties have enacted concerning rural police are a fair example of the law's force throughout the State. (*a*)

(*a*) RURAL POLICE IN LAURENS AND RICHLAND COUNTIES SOUTH CAROLINA.

Section 1219.—Rural policemen for Laurens County—Salaries.—The Governor, upon the recommendation of the members of the General Assembly for the County of Laurens, shall appoint from the registered electors of said county six able-bodied men of good habits, and known as men who are not addicted to the use of alcoholic liquors, and shall commission them as county policemen for the term of two years, subject always to removal by the Governor for cause. The County Board of Commissioners of Laurens County shall fix the salaries of said policemen, which shall be seventy-five dollars per month, payable monthly, by the County Treasurer upon the warrant of the County Supervisor, out of the ordinary county funds, and shall be furnished each with two uniforms per year to be prescribed and approved by the County Board of Commissioners: *Provided, however,* That said policemen shall provide themselves with policemen's billets and such firearms as may be prescribed by the said County Board of Commissioners, and with horses for regular use in riding over the county and performing duty as mounted policemen, "*Provided* that two of paid policemen shall be kept on duty in Columbia township, except at such times of emergency as in the judgment of the sheriff of Richland County, either or both of said policemen may be assigned to service in other portions of the county" and shall bear all expenses incident to their service. "*Provided further,* that none of said policemen shall be employed in the service of civil papers or in the performances of any duties for which fees are allowed to any person by law, but the said policemen shall devote themselves under the direction of the said Police Commission to the discharge of their duties as outlined in this Act."

Section 1220.—County Police Commission for Richland County.—A County Police Commission is hereby established in Richland County, consisting of the sheriff as member *ex-officio,* who shall be chairman of the Commission, and four other members to be appointed by the Governor upon the recommendation of the county delegation in the General Assembly, or a majority thereof for the term of four years, vacancies to be filled in like manner. That each member of said Commission shall receive as compensation twenty-five dollars per annum; *Provided, however,* That the first appointments shall be of two members for two years and two members for four years.

County Policemen for Richland County.—The said Commission shall choose from the registered electors of said county, four able-bodied men of good habits and of courage, coolness and discretion, known as men who are not addicted to the use of alcohol liquor or of drugs, and shall commission them as county policemen for term of four years, subject to removal by said Commission for causes, and shall fix the compensation and have direction and control of said policemen and of all matters connected with the system of county police, and shall at least once a month meet with said policemen and confer and advise with them and see that they are informed and alert as to their duties and the enforcement of law in the county, and said Commission shall annually report on the operation of said system to the Clerk of the Court, who shall keep said report subject to public inspection, and shall forward a copy thereof to the Attorney General, to be by him used in connection with his annual report to the General Assembly: *Provided, however,* That no policeman shall be related by blood or marriage within the (6th) degree to any member of said Commission.

1909. XXVI, 416.

Compensation of Policemen for Richland County.—Said policemen shall be paid salaries of not less than fifty and not more than seventy-five dollars per month, on the order of the County Board of Commissioners upon the County Treasurer, claims therefor having been first verified by the chairman of the Police Commission and audited by the County Board of Commissioners in the same manner as other claims against the county are audited and shall be furnished each with two uniforms per year, to be prescribed and approved by the Commission: *Provided, however,* That said policemen shall provide themselves with policemen's billets and with such firearms as may be prescribed and approved by the Commission, and with horses for regular use in riding over the county and performing duty as mounted police, and shall bear all the expenses incident to their service.

1909, XXVI, 417; 1911, XXVII, 208.

Section 1221.—The Duties of Mounted Policemen.—It shall be the duty of said policemen in the said counties, under the direction of the sheriff of said county, to patrol and police the county, especially in the rural districts, and to prevent or detect and prosecute for violations of the criminal law of every kind, making arrests upon their own initiative as well as upon complaint or information, and to report all their acts, and all known or suspected violations of criminal law in Aiken County, to the sheriff, once a week, and at its meeting once a month or oftener, if required; and in Laurens County once a week or oftener if required, and in Richland County to the Commission through the chairman, once a week, and at the meeting once a month, or oftener, if required; and they shall at each term of the court of General Sessions, on a day appointed by the Solicitor, appear before the Solicitor, in his room, before the Judge, at his chambers, and before the Grand Jury, to be by each advised, instructed and charged in respect to their duties and questioned in respect to conditions of lawlessness in the county; *Provided,* That in Laurens County they shall appear before the Court of General Sessions on the first day of each term thereof and report to the Solicitor the conditions with reference to lawlessness in the county, and during the term of the court to be subject to the direction of the Solicitor.

1909, XXVI, 417; 1910, XXVI, 786, 793.

Section 1222.—Further Duties.—Said policemen shall patrol the entire county at least twice a week by sections assigned to single policemen for one or more days, remaining on duty at night when occasions or circumstances suggest the propriety thereof, to prevent or to detect a crime or to make an arrest, and they shall always be on duty not less than ten hours a day, except when granted occasional indulgencies or leaves of absence; they shall frequent railroad depots, stores and other public places where people congregate, or disorder is probable, or vagrants may be loafing, or alcoholic liquors may be sold or drunk, and they shall, as often as practicable, ride by homes that are off from the public highway and in lonely parts of the county, especially, such as are without male protectors, and they shall use every means to prevent or detect and arrest and prosecute for breaches of the peace, drunkenness, obscene or profane language, or boisterous conduct, or discharge of firearms on a public highway or at a public place or gathering, carrying weapons contrary to law, hunting, or otherwise trespassing on land without the permission of the owner or manager, gambling, vagrancy, carrying fire on lands of another, setting out fire, violation of the fish and game laws, cruelty to animals or to children, or violation of the child labor laws, miscegnation, lynching, and also any and every other violation of the criminal laws.

1910, XXVI, 786, 794.

Section 1223. Authority of Policemen.—Said policemen shall have authority for any suspected freshly committed crime, whether upon view or upon prompt information or complaint, to arrest without warrant, and in pursuit of the criminal to enter houses or break therein, whether in their own county or in an adjoining county; and they shall have authority to summon the *posse comitatus* to assist in enforcing the laws, and any citizen who shall fail to respond and render assistance when so summoned shall be guilty of a misdemeanor, and upon conviction shall be punished by imprisonment for thirty days or fine of one hundred dollars: *Provided,* That in Laurens County he shall be punished by imprisonment for thirty days or a fine of not less than thirty nor more than one hundred dollars: *Provided, further,* That in Laurens County, where an arrest is made without warrant, the person so arrested shall be forthwith carried before the nearest Magistrate and a warrant of arrest procured and disposed of as the Magistrate shall direct.

1909, XXVI, 418; 1910, XXVI, 787, 794.

Bond.—Each of said policemen, before he is commissioned, shall enter into a bond made payable to the county or whoever may be aggrieved to be approved by the Commission and by the Clerk of the Court, with whom the same shall be filed, with two good sureties or an approved surety company, in the sum of five hundred dollars, conditioned for the faithful performance of his duties and for such damages as may be sustained by reason of his malfeasance in office or abuse of his authority. And it shall be the duty of the said Commission and of the Grand Jury of each county to investigate promptly any complaint made against any such policeman for neglect of duty or for misuse of power.

1909, XXVI, 419.

(*a*) AN ACT TO PROVIDE FOR RURAL POLICEMEN FOR COLUMBUS COUNTY, NORTH CAROLINA.

The General Assembly of North Carolina do enact:

Section 1. That on the first Monday in January, nineteen hundred and seventeen after the ratification of this act, and every two years thereafter, the Clerk of the Superior Court of Columbus County shall appoint three or more, if he deem necessary, able-bodied men of good moral character, known not to be addicted to the use of alcoholic liquors, and commission them as rural policemen of Columbus County. The said Clerk of the Superior Court is hereby empowered to remove any policemen provided for in this act, at any time, for good and just cause, and appoint others in their stead. Until the policemen herein provided for are appointed by the Clerk of the Superior Court, C. L. Benton and A. S. Sasser are hereby appointed to serve as rural policemen of Columbus County.

Section 2. That the compensation of said policemen shall be the same fees and rewards for their services as are allowed to executing officers in Columbus County, and two dollars per day and actual traveling expenses in conveying prisoners to the county roads or the common jail of Columbus County as the order may direct, to be included in the bill of costs and paid by the Treasurer of Columbus County upon warrant of Commissioners of Columbus County, on the first Monday in each month: *Provided, however,* That said policemen shall provide themselves with policemen's billets and such firearms as may be required, and with horses or other means of conveyance for regular use in riding over the county and performing duties as mounted policemen, and shall bear all expense incident to their service.

Section 3. That it shall be the duty of said policemen, especially in the rural districts, to patrol and police the county to prevent and detect and to prosecute for the violations of the criminal law of every kind, making arrests upon their own initiative, as well as upon complaint and information, and to report their official acts and all known or suspected violations of the criminal law to the sheriff of Columbus County.

Section 4. That said policemen shall have authority, for any suspected freshly committed crime, whether upon view or upon prompt information or complaint, to arrest without warrant; and they shall have the right and authority to summons any person or persons to assist in enforcing the laws and in arresting violators or suspected violators thereof; and any citizens who shall fail to respond and render assistance when so summoned or called upon shall be guilty of a misdemeanor, and upon conviction shall be punished by imprisonment for thirty days or be fined fifty dollars. When an arrest is made without warrant, the person so arrested shall be forthwith carried before a Justice of the Peace or Recorder, and a warrant of arrest procured, and disposed of as the Magistrate or Recorder shall direct.

Section 5. That each of the said policemen shall, before entering upon the discharge of his duty, enter into bond in the sum of one thousand dollars, with sufficient surety, to be approved by the said County Commissioners, conditioned for the faithful performance of his duties and for the payment to the county, and to any person or corporation all such damage as they or any of them may sustain by reason of his malfeasance in office or abuse of his discretion; and he shall take and subscribe the following oath (or affirmation), to-wit; "I solemnly swear (or affirm) that during my term of office as county policeman I will study the act creating the office and prescribing my duties and will be alert and vigilant to enforce the criminal laws of the State, and to detect and to bring to punishment every violation of the same, and will conduct myself at all times with due consideration to all persons, and will not be influenced in any matter on account of any personal bias or prejudice; so help me God." The form of said bond shall be approved by the County Commissioners, and with the oath shall be filed with and kept by the Clerk of the Superior Court of Columbus County.

Section 6. That this act shall take effect and be in force from and after its ratification.

Ratified this 9th day of March, A.D., 1915.

6—North Carolina Rural Police

The Rural Police system of North Carolina is an exact prototype of that of South Carolina. It provides for a number of county rural policemen whose primary duty is regular county patrol and the prevention and apprehension of crime. The recently adopted law providing for rural policemen for Columbus County is typical of the other county laws and is given in full in footnote. (*a*)

7—The Rhode Island State Police

The Rhode Island State police force is composed of the sheriffs and deputy sheriffs from the several counties, the town sergeants, constables and chiefs of police of the several towns and cities. Their principal duty is the suppression of unlicensed liquor traffic and houses of ill-fame. Any taxpayer may demand that action be taken against a saloon or house of ill-fame, and if the required bond to cover reasonable compensation and damages be given, the State policeman is bound to investigate and prosecute under penalty of $500 fine. A State police officer may enter a saloon or house of ill-fame at any time and make arrests without a warrant. The fact that the local officers can thus be used as State officers in apprehending violators of the excise law or persons keeping house of ill-fame anywhere in the State, secures effectiveness and economy.

The law creating the Rhode Island State Police follows in footnote. (*a*)

8—Arizona Rangers

History. The "Arizona Rangers" were established in 1901 and abolished in 1905. The debate over the retention of the system arose out of an acrimonious political controversy between the Democratic majority in the Legislature and the Republican Governor. The Legislature succeeded in repealing the "Rangers" statute despite the Governor's veto. The arguments that were put forth by the majority leader in favor of repeal centered around the following contentions:

(1) Most of the arrests made by the Rangers were for crimes that the ordinary local peace officers could and ought to have apprehended.

(2) The Rangers were a political organization. It was alleged an assessment of 10% of their salaries had swelled the Republican campaign fund.

(3) The principle of a State police is wrong; the government should be in the hands of the people themselves.

(4) The Rangers were not under bond.

The Governor in his lengthy veto message answered the charge of political corruption by showing that seventeen of the twenty privates on the force were Democrats. He contended in addition that:

(1) The force had shown great efficiency and had produced a deterrent effect on crime.

(2) The local peace officers were often under the domination or fear of the lawless element.

(3) Many indorsements of, but no objections to, the force had been received from district attorneys and sheriffs.

Organization and Administion of Force. The head of the force was the Governor, who appointed the officers and men and directed the general movements of the force. The personnel of the force consisted of the following officers and privates:

One Captain with a salary of.....	$2,100
One Lieutenant with a salary of.....	1,560
Four sergeants with a salary of.....	1,320
Not over 20 privates with a salary of....	1,200

The State paid for no other expenses than for arms and ammunition. The members of the force were enrolled for a term of twelve months with reinlistment permitted.

(*a*) RHODE ISLAND STATE POLICE STATUTE.

"The sheriffs of the several counties and their deputies, and the town sergeants, constables and chiefs of police of the several towns and cities, shall constitute a State police, and it shall be their duty to see that the laws of the State are observed and enforced within their respective counties and towns; and it shall be their special duty to use their utmost efforts to repress and prevent crime by the suppression of all unlicensed liquor shops, gambling places and houses of ill-fame, and they shall also do so on request of any taxpayer of any town or city, and may command aid in the execution of the authority herein conferred. Any member of the State police, who shall wilfully neglect or refuse to perform the duties imposed by this section, shall be fined not exceeding five hundred dollars and be thereafter rendered ineligible to be again appointed to such position: *Provided,* That such officer may, before taking any action at the request of any taxpayer, demand that the said taxpayer requesting such officer to act give a bond to secure said officer reasonable compensation for his services and to protect him from all costs and damages that may arise from such action.

"Nothing in this chapter, conferring these especial police powers upon the officers aforesaid, shall authorize special constables to make service of civil process.

"A State police officer may enter on premises where liquor is sold at any time and arrest without warrant for any violation of the law.

"A State police officer may enter house of ill-fame to arrest and make arrests without warrant."

Revised Statutes, 1909, Chapter 123.

The statute laid down no qualifications for enlistment except that "the requisite number of officers and men shall be raised if possible from the frontier counties of this territory." No provision was made for a pension system. As regards removal, the law stipulated that "no enlisted man shall be discharged from this force without special order from the Governor."

No special place was mentioned for headquarters, it being provided that "the captain of the company shall use his own discretion as to the manner of operations, selecting as his base the most unprotected and exposed settlement on the frontier." The State provided rifles, but they had to be paid for by the policemen as did practically all the camp equipage, horses, and other equipment.

The practical command of the force was in the hands of the captain, but the ultimate control rested with the Governor.

The cost of the Arizona Rangers was practically $40,000 a year.

Powers and Duties of Force. The State Rangers were given the usual powers of arrest, the law providing that "the members shall have power to make arrests in any part of the State and upon the arrest of any criminal shall deliver the same over to some peace officer in the county where the crime is committed." The law also authorized the State rangers to take horses from private citizens in order to continue a criminal chase, provided they were returned and paid for.

9—Connecticut State Police

Organization and Administration. The State police of Connecticut was created by Chapter 141, Acts of 1903. The law provided that the judges of the Superior Court should appoint five commissioners who should elect a superintendent and an assistant superintendent of State police for two years. The said commissioners on recommendation of the superintendent were to appoint not less than five and not more than fifteen men as State policemen. A captain, lieutenant, and sergeant were to be designated from their number. The policemen hold office during the pleasure of the commission who may reduce the number to five when they deem it expedient.

The Superintendent receives a salary of $3,000, the assistant superintendent $2,000, the captain $4.75 per day, the lieutenant $4.50, the sergeant $4.25, and each policeman $4.00. The necessary expenses of the force are paid by the State. Below is a table of appropriations for the State police for 1916 and 1917:

APPROPRIATIONS FOR 1916 AND 1917.

Salary of superintendent	$6,000
Salary of assistant superintendent	4,000
Employees	28,000
Traveling expenses	30,000
Office and commissioners' expenses	5,000
Weights and measures	4,000
Total	$92,000
Total cost for 1916	$55,477.92

The superintendent has full command of the force. The members of the force are primarily detectives rather than patrolmen and are not mounted. They often work under the direction of a prosecuting officer, or other State officer in gathering evidence for prosecutions. The State Police Department incorporates a Department of Weights and Measures, (*a*) Fire Inspection Department and a Motion Picture Inspection Department.

Powers and Duties. The State police have the same powers as sheriffs or constables except that their jurisdiction extends throughout the whole State instead of in one county alone. The superintendent has the power of a Justice of Peace to hear evidence in investigating fires and all powers and duties of fire marshal. All reports of fires must be made to him. It is also the duty of the State police to inspect moving picture machines and moving picture theatres, and to prevent the violation of laws concerning the manner of shipment of films. The police must aid any constable, sheriff or other official when asked, in making investigations or detecting criminals provided they are not actually engaged in an investigation at the time.

Results. The fire inspection department has been consolidated with the State police. A brief summary of the work done by the force is given to show how wide and important their activities are:

	Investigations	Prosecutions	Investigation at Request of State Officer
1911	1173	394	176
1912	1191	592	278
1913	1349	602	442
1914	712 (criminal only)	738	152
1915	725	1032	726
1916	1468	915	1656
Total	6618	4273	3471

The following summary shows the efficiency of the force during 1914:

Number fined	620
Number committed	66
Number acquitted	20
Number forfeitures	63
Number nolled	22
	791

In 64 cases criminals had sentence suspended, or were bound over, or out on probation.

Of the 738 prosecutions in 1914, the most serious crimes are classified below:

Murder	3
Murder, 2d degree	2
Liquor law	238
Arson	14
Manslaughter	10
Burglary	15
Gambling	78
Larceny	14
Auto law	205

Below is a table of the major crimes for 1916:

SUMMARY OF MAJOR CRIMES.

	Nolled	Forfiture and Fined	Committed	Acquitted	Total
Murder	3	..	2	..	5
Murder, 2d	..	..	2	..	2
Violation liquor law	12	222	..	8	242
Arson	1	..	2	1	4
Manslaugher	2	3	2	..	7
Burglary	..	..	14	..	14
Gambling	2	111	..	..	113
Larceny	2	9	12	..	23
Violation of auto. law	28	167	5	5	205
Totals	50	512	39	14	615
Miscellaneous Crimes					300
Grand total					915

The table above shows that only 2% of those prosecuted were acquitted and only 8% were nolled, that is, were dismissed on account of lack of evidence. Nearly 90% of total number were convicted and either fined or imprisoned. This is an even more remarkable showing considering the fact that all the most serious crimes are listed above as well as violations of liquor law which usually show a very small per cent. of convictions.

The State police inspected 490 plans for proposed moving picture buildings and approved 250. The number of licenses to operators renewed was 356, while 152 new licenses were issued. The fire inspection department investigated 41 incendiary fires during 1914 and 35 in 1916. The State police in 1914 tested 358 standards of weights and measures, inspected 37 institutions, visited 185 business places, inspected 2146 instruments and 12,860 packages.

Conclusion. The Connecticut State police are used mainly for detective work in apprehending and procuring evidence against criminals. The fact that out of 738 prosecutions in 1914 only 20 were acquitted and out of 615 prosecutions or major crimes in 1916 only 14 were acquitted, gives proof of the efficiency of the force. They are of great assistance in all kinds of State investigations as well as in doing the work formerly delegated to the fire marshals, inspecting weights and measures and motion picture houses. The State police may be called also to enforce the motor vehicle or fish and game laws.

Thus, the State police system, starting from a small beginning embracing only criminal detective work, has branched out until it includes more than four large departments. The law is appended. (*a*)

(*a*) CONNECTICUT STATE POLICE STATUTE.
(Connecticut Public Acts, 1903.)

Be it Enacted by the Senate and House of Representatives in General Assembly Convened:

Section 1. There is hereby established a State police department, which shall be under the management of a board of five commissioners, to be known as the Commissioners of State Police. Said commissioners shall be appointed by the judges of the Superior Court at a meeting in June, 1903, and bi-ennially thereafter, and shall hold office for a term of two years from and after the first day of July next succeeding their appointment, and until their successors are appointed. Should a vacancy occur in said board, the Governor shall have power to fill said vacancy until the next annual meeting of the judges of the Superior Court. Said commissioners shall serve without pay, but their necessary expenses, while in the performance of their official duties, shall be paid by the State as herinafter provided.

Section 2. As amended (by Section 1, Chapter 304, of the Connecticut Public Acts of 1915), reads as follows: On the first day of July, succeeding their appointment or as soon thereafter as practicable, said commissioners shall meet at the capitol at Hartford and organize by the selection from their number of a president who shall, when present, preside at all meetings of the board, and of a clerk, whose duty it shall be to keep a record of all proceedings of the board and to transmit to parties entitled to receive the same, the orders and conclusions of said board. At said meeting, or soon thereafter, said board shall elect by a majority vote of the members thereof, a superintendent and an assistant superintendent of said department. Upon the recommendation of said superintendent said board shall appoint not less than five nor more than fifteen men, who shall be known as State policemen, one of whom may be designated by the board as captain, one as lieutenant and one as sergeant. Said superintendent and assistant superintendent, unless removed for cause as hereinafter provided, shall hold office for a term of two years from the date of their appointment, and such State policemen shall hold office during the pleasure of the commissioners, provided the superintendent of said department shall have power to discharge any such policemen in excess of five as in his judgment the efficiency or needs of such department may require. Said commissioners are empowered by a majority vote, upon cause shown, and after due notice and hearing, to suspend or remove from office the superintendent or assistant superintendent and to make other appointments in their stead. Said commissioners may fill any vacancy occurring among such appointees as they deem wise, and shall have power to prescribe rules and regulations for the proper government, discipline and efficiency of said department to define the duties of the superintendent and assistant superintendent, except as imposed under the provisions of this act, to administer oaths, to summon witnesses, and to compel their attendance as provided by law for the attendance of witnesses at court.

Section 3. The general office of said police department shall be in the City of Hartford, and the comptroller is hereby authorized and directed to provide suitable rooms for the purposes of said department, to furnish said rooms, and, upon request of the superintendent, from time to time, supply the same with necessary books, stationery and appliances, as the reasonable needs of said department shall require, at the expense of the State. The superintendent of said department may engage office assistance and clerical help, to be paid by the State, at a cost not exceeding two thousand dollars per annum.

Section 4. Said department, when requested by the Governor, any State Attorney, Coroner, or any other legally-appointed prosecuting officer in the State shall, whenever practicable, and in all reasonable ways, assist in the investigation, detection and prosecution of all criminal matters within the jurisdiction of the officer making such request; and the superintendent and assistant superintendent of said department and any State policemen shall have and may exercise, in any part of the State, the same power with respect to criminal matters and the enforcement of the laws relating to intoxicating liquors and gaming, as sheriffs, police or constables now exercise in their respective jurisdictions. Said department shall also render assistance, when requested, if practicable, to any sheriff or chief or superintendent of police in any part of the State. Whenever said State policemen shall not be engaged in any specific work as provided for in this section, they shall, under such rules as may be made by said commissioners and under the direction of said superintendent, use their best endeavors to prevent crime, preserve the peace of the State, and secure the detection, arrest and conviction of offenders.

Section 5. On and after July 1, 1905, the fire marshal of every city or borough, having such an officer, the chief of the fire department of every city, borough or fire district having a fire department, and not having a local fire marshal, and the warden of every borough and the first selectman of every town having no local fire marshal or chief of a fire department, shall make all reports concerning the origin and character of fires, now required by law to be made to the State fire marshal, to the department of State police, and on and after date the superintendent of said department shall have and exercise all the powers and be subject to the same duties therefor incumbent upon said State fire marshal; provided, however, that any State policemen, under the direction of the superintendent of said department, and for the purpose of ascertaining the origin or character of any fire, shall have power, at any time, to enter into and upon the premises of any building where a fire has occurred, or the premises or buildings adjacent thereto, and to perform such other duties in regard thereto as said superintendent shall direct.

Section 6. No appointment of a State fire marshal to hold office after July 1, 1905, shall hereafter be made, and upon said date Sections 170, 171, 172, 176, 177 and 178, and so much of Sections 173, 174, 175 and 4811, of the general statutes, as are inconsistent herewith, and shall be null and of no effect.

Section 7. Any member of the said State police department may request any sheriff or deputy sheriff in any county, any policeman of any city, or any constable of any town, to assist in the investigation, detection and prosecution of criminal offenses within his jurisdiction, and such officer shall, when so requested, render all reasonable assistance, and shall be paid as hereinafter provided. Any sheriff or constable may, and any deputy sheriff or policeman, with the consent of the authority to which he is subject, shall go to any part of the State when required by the Superintendent of State Police, and while acting under the authority of said superintendent, shall have all the powers conferred upon State policemen under the provisions of this Act.

Section 9. As amended (by Section 3, Chapter 13, of the Connecticut Public Acts of 1905), reads as follows: Each officer and policeman of said State police department shall, before entering upon his duties, be sworn to a faithful performance thereof, and shall give to the State a bond, as follows: The bonds of the Superintendent of State police shall be ten thousand dollars. The bond of the assistant superintendent of State police shall be five thousand dollars. The bond of each State policeman shall be fixed by the commissioners. Said commissioners may require a renewal of any bond whenever they may deem proper. Unless the oath of office be taken and a bond filed within ten days after appointment, said appointment shall be void and the commissioner shall, as hereinbefore provided, fill the vacancy so caused.

Section 10. Any State police officer, appointed as provided in Section two of this Act, who directly or indirectly receives a reward, gift, or gratuity on account of his official services, except as approved by the commissioners, or to influence his behavior in office, shall, upon conviction thereof, be punished by a fine not exceeding five hundred dollars or by imprisonment for not more than six months, or by both such fine and imprisonment, and shall be dishonorably discharged from said department.

Section 11. As amended (by Section 1, Chapter 128, of the Connecticut Public Acts of 1915), reads as follows: The Superintendent of State Police shall render a report to the Commissioners of State Police, giving in detail the work of the department under its control whenever required. Said commissioners shall, on or before the first day of November in each year, file with the Governor a report setting forth in detail the work of the State Police department, including the work of the State fire marshal and State Police department, including the work of the State fire marshal and State superintendent of weights and measures, for the year ending the thirtieth day of September next preceding. The comptroller shall cause to be printed at the expense of the State not more than fifteen hundred copies of such report, which shall be distributed as the commissioners may determine.

Section 12. Whenever, pursuant to the provisions of this Act, any State policeman or officer shall appear as a witness in any case, the court before which the case is tried shall tax such sum to be paid as costs as, in its judgment, may seem reasonable for time and expense, and said policeman shall duly receipt for all sums so received and immediately pay them over to the Superintendent of State Police. Whenever any sheriff, deputy sheriff, policeman, or constable shall do any service under the direction of the Superintendent of State Police, or at the request of any member of said department, he shall receive therefor such sum as may be agreed upon, not exceeding five dollars per day and expenses, to be paid by the Superintendent of State Police, and, whenever such sheriff, deputy sheriff, policeman, or constable shall be required as a witness, the court before which the case is tried shall tax such sum to be paid as costs as, in its judgment, may seem reasonable for the services so rendered, and such officer shall duly receipt for all sums so received and immediately pay them over to the Superintendent of State Police. Said superintendent shall render a monthly account to the comptroller of all sums received by him under the provisions of this Act and pay the same to the treasurer of the State.

Section 13. The Superintendent of State Police shall, with the direction and advice of the commissioners, have immediate and direct charge of said State police department, and may suspend for cause any officer under his control pending a hearing and decision by the commissioners. He shall keep an accurate account of all receipts and disbursements of said department, and submit his books to the comptroller for inspection whenever required. The said superintendent shall pay all expenses of said department, except as otherwise provided in this Act, shall pay all State policemen, and, whenever he shall require funds for such purposes, or for necessary advances for emergencies, he may draw an order on the State treasurer for such an amount as may be required, such order to state specifically the purposes for which the money is to be used, and when said order shall be countersigned by the comptroller, it shall be paid by the State treasurer.

Section 14. During the absence or disability of the Superintendent of State Police, or, as occasion may require, under his direction, any and all of the powers and duties conferred upon the superintendent under this Act may be exercised and performed by the assistant superintendent.

Section 15. The fines and forfeited bonds in all cases in which any evidence has been furnished by said police department or any officer thereof before any justice of the peace or before any court in this State, other than the superior court, the courts of common pleas, and the district court of Waterbury, shall be divided equally between the State and the towns in which such fines are imposed or such bonds forfeited; and it shall be the duty of the Superintendent of State Police to collect one-half of all such fines and forfeitures and to render each month an account of the same to the comptroller.

Section 16. This Act shall take effect from its passage.

REGISTRATION OF MOTOR VEHICLES.

"The secretary, selectmen of any town or the prosecuting officer of any city or borough court shall have the right to call on the State police department for aid in enforcing the provisions of this Act (Registration of Motor Vehicles, 1911)."

10—The New Mexico Mounted Police

The New Mexico Mounted Police was established in 1905 and abolished in 1913. The fate of the system in New Mexico as in Arizona was due to political complications.

The force was abolished not by repealing the statute but by cutting off its appropriation. In 1912 the Governor recommended an increase in the number of privates but the matter was tabled, and the following year the whole force was over-turned.

The New Mexico Law. In most respects the New Mexico statute was modeled after the Arizona statute. The force, however, consisted of only six men—one captain with a salary of $2000 per year; one sergent with a salary of $1500 per year and four privates with salaries of $1200 per year. Like the Arizona and the Texas systems, the New Mexico system was designated to meet a frontier problem. The cost to the State was approximately $12,000 a year.

The work and value of the force was indicated by Governor McDonald in his message to the Legislature in 1912:

> "The captain of the Mounted Police recommends in his report that 'owing to the troubled condition along the Mexican border and the steadily increasing population in New Mexico, I earnestly recommend an increase in the number of men in the Mounted Police.'
>
> "He might have named another reason which seems to me to be more forcible, and that is the remarkable number of crimes, especially murders, committed during the past year. It is a well known fact that the sheriffs of the various counties, even on a fee basis, are not always diligent in pursuing and capturing criminals. When they are put on a salary basis the inducements for active efficiency will not be increased. Considering the situation generally and the probabilities as to the future, it seems to me that an increase in this force is very important to the peace and welfare of the State."

11—Nevada State Police

Organization and Administration. The Nevada State police law provides for the appointment by the Governor of a Superintendent of State Police, who shall have authority to appoint with approval of the Governor, one inspector, four sergeants, twenty-five subordinate officers, and two hundred and fifty reserves. The Governor may remove the superintendent without notice; the superintendent may also remove any member of the force without notice. The salary of the superintendent is $3600; of the inspector $2400; of the sergeants $1800 each; of the other members $1500 each. The reserve force receive $20 per month when not on active service, and $5 a day when actively engaged. It should be noted here that although provision is made for 30 men in addition to the superintendent, and for 250 reserves, nevertheless, in 1914, there were only 6 men on the State police force, one superintendent, one inspector, and four sergeants. The total cost of State police for 1914 was $17,740.40. The State police force being so small, the patrol duty accomplished is naturally very limited. At present, nearly all the time of the force is taken up in compiling statistics. A complete set of Bertillon records, photographs and finger prints of all criminals committed to State institutions is kept by the officers of the State police force. By a 1915 amendment the superintendent of the State police was made warden of the State prison with no increase in salary. The same law provided for the appointment by the Governor of a maximum of five detectives, provided five electors of the State petitioned for the same.

Powers and Duties. The officers of this force have power to arrest, with or without a warrant, all persons who have committed crimes and all persons suspected of having committed felonies. They also have power to suppress riots, serve all criminal process and perform all duties of a peace officer with the exception of the service of civil process. The Superintendent of the State police has full command of any section of the State which may be declared under martial law. The superintendent has added to the duties provided by law, those of keeping complete records of all criminals. For the statute see footnote (*a*).

(*a*) NEVADA STATE POLICE STATUTE.

An Act to provide for the creation, organization and maintenance of the Nevada State Police, prescribing the powers and duties of the officers and members thereof in maintaining peace, order and quiet in the State of Nevada, fixing their compensation, providing certain penalties, and other matters relating thereto, making an appropriation therefor, and repealing all Acts or parts of Acts in conflict therewith.

Approved January 29, 1908.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

Section 1. There is hereby created a state police force to be known as and called the "Nevada State Police."

Section 2. The said Nevada State Police shall consist of a Superintendent of Police, to be appointed by the Governor, one Inspector, four Sergeants, twenty-five subordinate police officers, and two hundred and fifty reserves.

Section 3. The Superintendent of Police shall, subject to the approval of the Governor, appoint all officers and members of the said Nevada State Police, and may remove any such officer or member without notice.

Section 4. The Superintendent of Police shall be over the age of thirty years. He shall be the ranking officer in the field, subject only to the Governor, and shall be removed by the Governor at any time, without previous notice. The said Superintendent of Police shall have the rank of Captain.

Section 5. All officers and other members of the Nevada State Police, appointed by the Superintendent of Police, shall be citizens of the United States and residents of the State of Nevada for a period of at least six months, of good moral character, and who have never been convicted of a felony or other infamous crime, and shall pass such examinations as to their qualifications, mental and physical, as may be prescribed by the said Superintendent of Police and approved by the Governor. The Inspector shall be a competent military instructor.

Section 6. The officers and members of the Nevada State Police shall have the power when executing the orders of the Governor, or when called into active service for the preservation of order, the protection of life or property, or the maintenance of peace:

(*a*) To make arrests, with or without warrant, of any and all persons charged with crime, or of violating any law of this State, or of the United States; to arrest and detain all persons suspected of the commission of any felony, and shall bring such prisoners as may be apprehended forthwith before the proper tribunal for examination and trial in the county where such offense was committed;

(*b*) To suppress all riots, routs, affrays, or disturbances of any kind within this State, and to arrest any and all persons engaged or abetting therein, and for this purpose shall have the power to command the assistance of all peace officers and other citizens of this State;

(*c*) To serve any criminal process within this State, issued by any court of this State;

(*d*) To co-operate with local authorities in detecting crime, and in apprehending any person or persons engaged in or suspected of the commission of a crime;

(*e*) To do and perform all duties required of any peace officer by the laws of this State, except in the service of any civil process.

Section 7. It is hereby made the duty of all officers or jailers having charge or custody of any jail or place of detention to receive all prisoners arrested by any member of the Nevada State Police and to detain them in custody until ordered to be released by a court of competent jurisdiction. Any officer, jailer or person having custody of any jail or place of detention, who shall refuse to so receive and detain such prisoners, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not to exceed five hundred ($500) dollars, or by imprisonment in the county jail not to exceed six months, or by both such fine and imprisonment, and in addition thereto shall forfeit his office.

Section 8. Whenever the Governor shall declare martial law within any county or counties in this State, or when he shall declare any county or counties in this State to be in a state of insurrection, after the date of such declaration, and until the same shall have been revoked, the said Nevada State Police shall have full and absolute power to take any and all steps necessary and proper for the preservation of life and property and the restoration of peace and order.

Section 9. The Superintendent of Police shall also organize a reserve force of the Nevada State Police, and shall, subject to the approval of the Governor, appoint such numbers of officers and men for the same as he may deem necessary, not to exceed two hundred and fifty, and shall prescribe such rules and regulations as may be necessary to properly discipline the said reserve force. In times of emergency, and when so directed by the Governor, the Superintendent of Police shall call into active service from such reserve force as many men as he may deem necessary to preserve peace and order, and to protect life and property in any community of this State.

Section 10. The Superintendent of the Nevada State Police shall also designate the kind and character of the arms, equipment and accouterments to be carried or used by the members of the said Nevada State Police, and shall also prescribe the kind of uniforms and badges of office to be used by the members of the said Nevada State Police. It shall be the duty of the Adjutant General of the State of Nevada to provide the members of the said Nevada State Police with such arms, at cost, the price of which shall be deducted from the first money due such member of said Nevada State Police. The sum so paid for arms shall be returned to such member upon delivering up such arms in good condition to the Adjutant General. The Adjutant General shall also furnish the officers and members of the Nevada State Police, except the Superintendent and Inspector, the badges and uniform, designated by the Superintendent, also all equipments, accouterments and ammunition required. When martial law has been declared by the Governor, the Adjutant General shall also furnish all rations, subsistence for men and horses, camp equipage, transportation and such horses as the Superintendent of Police may deem necessary to fully perform all duties that may be required of such police.

Section 11. The Superintendent of Police, subject to the approval of the Governor, shall promulgate such directions, rules and regulations for the government, conduct and discipline of the Nevada State Police as may be necessary, and shall provide penalties for the violation of said rules and regulations, and shall enforce all such rules and regulations. No officer or member of the Nevada State Police shall participate in any party caucus, committee, primary, convention, nor in any general or special election except to cast his ballot. If complaint shall be made to the Governor of a violation of this section by any officer or member of the Nevada State Police, it shall be his duty to cause said complaint to be investigated forthwith, and by summary process, by a board consisting of the Governor, the Attorney General, and the Adjutant General, and if said board shall find such officer or member has violated the provisions of this section, he shall be dismissed from the service.

Section 12. Whenever martial law is declared by the Governor, or whenever any county or counties in this State is declared to be in a state of insurrection, and the Nevada State Police is called upon to suppress any riot, insurrection or rebellion, the rules of discipline and regulations of the Army of the United States shall, so far as the same may be deemed practicable by the Governor, constitute the rules of discipline and regulations of the Nevada State Police, and the rules and Articles of War established by Congress for the Army of the United States shall be adopted, so far as they may be applicable, for the government of the Nevada State Police while engaged in suppressing such riot, insurrection or rebellion, and shall remain in force until peace be restored.

Section 13. The State Board of Capitol Commissioners shall provide necessary office at Carson City, Nevada, with such accommodations, furniture and office supplies as may be necessary.

Section 14 (as amended 1911). The Superintendent of Police shall receive a salary of thirty-six hundred ($3,600) dollars per annum.

The Inspector of Police shall receive a salary of twenty-four hundred ($2,400) dollars per annum.

Each Sergeant shall receive a salary of eighteen hundred ($1,800) dollars per annum.

All other members, except the reserve force, shall receive a salary of fifteen hundred ($1,500) dollars per annum.

All salaries herein provided for shall be paid in equal monthly installments, the same as the salaries of other State officers are paid.

Each member of the reserve force shall receive twenty ($20) dollars per month when not engaged in active service, and shall be paid the same as the salaries of other State officers are paid. They shall receive the sum of five ($5) dollars per day while engaged in active service. All claims for salaries for services rendered in active service shall be examined and audited by the Superintendent of Police and the Adjutant General, and shall be examined, audited and allowed by the State Board of Examiners, and shall be paid as other claims against the State are paid.

Section 15. Members of the Nevada State Police shall be required to serve for a period of not less than one year, unless dismissed or discharged, and no officer or member, after entering into such employment, shall be permitted to resign therefrom except with the consent and approval of the Governor, but nothing in this section shall be construed as preventing the Superintendent of Police from removing any officer or member of the Nevada State Police. Any officer or member of the Nevada State Police who absents himself from his post without authority, or who, having tendered his resignation, quits his post or proper duties without leave and with intent to remain absent therefrom, prior to due notice of the acceptance of his resignation by the Governor, shall be deemed guilty of a misdemeanor, and shall be punished as is now provided by law.

Section 16. Before entering upon the discharge of his duties the Superintendent of the Nevada State Police shall take and subscribe to the constitutional oath of office, and shall execute a bond to the State of Nevada in the sum of five thousand ($5,000) dollars, with two or more sufficient sureties, to be approved by the Governor, and conditioned that he will faithfully perform all of the duties required of him by law. The bond, oath and appointment of the Superintendent of Police shall be filed in the office of the Secretary of State. All other members of the Nevada State Police, before entering upon the discharge of their duties, shall take and subscribe to the constitutional oath of office. The appointment, with the oath of office, shall be filed in the office of the Superintendent of Police.

Section 17. All necessary expenses, including meals, lodging and traveling expenses, incurred by the members of the Nevada State Police, while absent from the seat of government in the discharge of their duties, shall be first approved by said Superintendent of Police, and shall be examined, approved, and allowed by the State Board of Examiners, and shall be paid as other claims against the State are paid. No member of the Nevada State Police shall incur any expenses whatever unless ordered to do so by the Superintendent of Police; *provided*, that no member of the Nevada State Police shall incur any traveling expenses whatever except by order of the Governor.

Section 18. Nothing in this Act shall be construed as relieving any peace officer of any duty required of him by any law of this State.

Section 19. Whenever any member of the Nevada State Police shall exhibit a copy of his commission or a certificate of his appointment to any railroad conductor, manager or officer of any corporation or person engaged in the business of transporting passengers, such conductor, manager or officer shall transport such member of the Nevada State Police and all prisoners in his charge or custody. All claims for such transportation shall be a claim against the State, and shall be presented, examined, audited and allowed, and shall be paid as other claims against the State are paid.

Section 20. Any person refusing to aid or assist any member of the Nevada State Police in the discharge of his duties, when called upon, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be fined in a sum not to exceed five hundred ($500) dollars, or by imprisonment in the county jail not to exceed six months, or by both such fine and imprisonment.

Section 21. If any person shall intercept, molest or insult, by abusive words or behavior, any member of the Nevada State Police, while in the discharge of his duties, he shall be immediately arrested, and shall be punished by any court of competent jurisdiction for a breach of the peace.

Section 22. Any person who shall falsely represent himself to be a member of said Nevada State Police, or who shall wear the uniform, badge or other insignia adopted and used by said Nevada State Police, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine not to exceed five hundred ($500) dollars, or by imprisonment in the county jail for a period not to exceed six months, or by both such fine and imprisonment.

Section 23. Any member of the Nevada State Police, who shall disobey the orders of his superior, or use any reproachful or abusive language to his superior, or misbehave or demean himself in a manner tending to bring the Nevada State Police into ill-repute or subject it to reproach, shall be immediately arrested, and shall be disarmed and put under guard, and shall be punished in accordance with the rules and the regulations, and if he be acting in a community under martial law he shall be tried and punished by a court-martial according to law and military usage.

Section 24. That the sum of one hundred and fifty thousand ($150,000) dollars, or so much thereof as may be necessary, shall be, and the same is, hereby appropriated out of the General Fund of the State Treasury, to pay the salaries and expenses necessary to carry this Act into effect.

Section 25. All Acts or parts of Acts in conflict with the provisions of this Act are hereby repealed.

An Act creating the office of Commissary of the Nevada State Police, prescribing his duties, fixing his compensation, and other matters relating thereto.

Approved February 8, 1908

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

Section 1. The office of Commissary of the Nevada State Police is hereby created.

Section 2. The Adjutant General of this State is hereby made ex-officio Commissary of the Nevada State Police.

Section 3. It shall be the duty of the Commissary of the Nevada State Police to purchase all arms, ammunition, equipment, provisions, uniforms, badges, and all other necessary supplies required to be furnished to said Nevada State Police, and no supplies of any kind shall be furnished to, nor purchased for the use of, the Nevada State Police, except upon requisition therefor issued by the Commissary, and approved by the Governor. *As amended March 24, 1909.*

Section 4. All bids (bills) for supplies purchased in accordance with

Results. In 1908 on account of special duty in some of the larger cities, the State police patrolled the State for only four months. During this time they made 173 arrests and obtained 116 convictions. Out of the total number of arrests 38 were for felonies, from which number 32 convictions were obtained. In 1909 and 1910, ten men were on duty. During these two years 54 arrests were made, 12,829 Bertillon descriptions were taken, and 1797 finger prints classified.

During 1911 and 1912, twenty arrests were made and considerable duty was performed in the policing of riots, as well as the subduing of Indian uprisings.

During 1913 and 1914 only six men were on duty. The size of the force made it impossible for any patrol duty to be accomplished. These men were employed almost exclusively for office work. The superintendent has established a very valuable bureau of statistics. In 1914, the Rogues Gallery contained 100,000 photographs, and in the same year 25,443 records of criminals were taken. During 1913-1914 Bertillon records of all criminals confined in the State penal institutions for the last four years were classified and indexed so that they could be readily used.

The Nevada State police probably has the best bureau in the West for the recovery of lost goods. They have the number of every watch case and watch works in every pawn-shop in the State, so if they receive the numbers of the case and works of any watch, they will be able to tell immediately whether the watch has been pawned. The detective bureau is admitted to be one of the best west of the Rocky Mountains.

Conclusion. The State police force of Nevada, although not so large as needed for both patrol duty and the bureau of statistics, has done excellent work of late years. They have confined most of their efforts to forming a detective bureau. In many difficult cases, murderers and other criminals have been detected by the efforts of this bureau. Whenever called to apprehend criminals or to do riot duty, they have proved the efficiency of a military organization for State police, conducted under rules similar to those of the United States regular army.

12—The Tennessee State Rangers

Organization and Administration of the Force. The newest State police system is that of Tennessee, established in 1915. The regular force is known as State Rangers, and consists of ten men appointed by the Governor for a term of ten years. The temporary elements of the system are special members of the force who may be appointed by the Governor to assist the permanent force, and possemen, who may be sworn in on occasion by the State Rangers themselves.

The ten permanent rangers are paid $3 per day and actual expenses while on duty. This compensation is paid directly by the State. When not on active duty, they revert to a non-pay status. The special rangers and the possemen receive a compensation of $2 per day and expenses, which is paid, through the medium of a complicated process, by the counties in which the emergency work is performed.

The statute lays down no qualifications for the Rangers. Yet, despite the inadequate pay, it has been possible to get good men, because the positions are regarded as honors coming directly from the Governor. The Governor may remove any of the rangers at any time "for sufficient cause."

The rangers are neither mounted nor uniformed, although mounts may be rented as occasions require. The rangers are attached to the Adjutant General's office where they are organized and equipped for duty under the direction of the Governor. The ultimate command of the force as well as the general supervision rests in the hands of the Governor.

Powers and Duties of the Force. The Governor is directed by the statute to detail the rangers to active police service "when acts of violence occur in any county of the State whereby the rights of persons or property are violated or jeopardized by organized forces, or by any considerable number of persons acting in conjunction or singly.". The rangers, it appears, are only an emergency force which the Governor can use in any part of the State when organized violence and crime becomes so serious that the local authorities are unable to preserve order.

The police powers of the rangers (only while on active duty) are the same as those of the county sheriffs, except that they may be exercised anywhere within the State. As was indicated before, the rangers are authorized to deputize possemen, if assistance is needed.

The Results Obtained by the Rangers. During the short period of time that the new system has been in existence the results obtained have been satisfactory. So far the Rangers have not been used on riot or strike duty, but there have been several emergencies in which they have been used in a detective capacity.

"In June, 1915, shortly after the law became effective, three State rangers were placed on duty in Stewart County, Tennessee, and not less than two were kept on duty there until the 26th of January, 1916, when they were relieved. Stewart County had been infested with a band of 'night-riders,' who had been committing all kinds of depredations, principally burning property and intimidating people. A few citizens were killed, the murders growing out of 'night-riding' or being committed by 'night-riders.' These rangers summoned a number of deputies and patrolled the county and active night-riding was stopped. These rangers and their deputies gathered evidence for the use of the Attorney General.

"They performed very efficient service in maintaining law and order in this county. One State ranger was sent to Sequatchie County, Tennessee, where there was a gang of men operating, calling themselves the K. K. K.'s (or Klu Klux Klan). Just one ranger operated incog for some time as a detective, procuring valuable data, and the latter organized a posse and proceeded to arrest a number of men, eleven of whom were sent to the Hamilton County Jail at Chattanooga and put through a series of questioning (3rd degree). Evidence was obtained and placed before the Attorney General. The cases in this county have not as yet been disposed of. This ranger and his deputies were only on duty some twenty-six days and marauding ceased and no complaint has been had from this county since." (*a*)

Conclusion. How successful the Tennessee sysiem gives promise of becoming, it is difficult to say, because of its newness. It cannot really be put to a test until there has been a change of governors and until the system has been subject to political pressure. It is obvious that the Tennessee Rangers are not to be compared with the few full-pledged State police forces that are on duty constantly. They are admittedly emergency policemen created to meet a specific Tennessee emergency problem.

The Tennessee statute, creating the State rangers, is herewith attached. (*b*)

Section 3 hereof shall be presented to the State Board of Examiners, to be audited, examined and allowed, and shall be paid out of any funds now or hereafter appropriated for the maintenance of the said Nevada State Police.

Section 5. The Commissary of said Nevada State Police shall receive a salary of twelve hundred ($1,200) dollars per annum, payable in equal monthly instalments, in the same manner as other State officers are paid; he shall also be allowed his necessary expenses, when traveling upon business connected with the duties of his office; said salary and expenses shall be paid out of any fund which may now or hereafter be appropriated for the maintenance of the said Nevada State Police.

(*a*) Statement made by Adjutant-General, Charles B. Logan, under date of October 27, 1916.

(*b*) TENNESSEE STATUTE.

"An Act to create a constabulary for the State of Tennessee, to be designated and known as the State Rangers, and to provide for their appointment and to define their powers and duties.

PROVIDED, That this Act shall not apply to counties having a population of 190,000 and over according to the Federal Census of 1910.

WHEREAS, The Governor of Tennessee and the Civil Authorities of the several counties of the State are charged by law with the duty of protecting persons and property and of enforcing the laws and preserving the peace of the State, and,

WHEREAS, Conditions sometimes arise where the Governor and Civil Authorities are called upon and expected to preserve order and protect persons and property from the violence or organized forces; and,

WHEREAS, The State of Tennessee has not heretofore provided either the means or the authority to enable the performance of these duties:

SECTION I.

THEREFORE, Be it enacted by the General Assembly of the State of Tennessee, that there be hereby created a State constabulary to be designated and known as the State Rangers, to consist of ten members who shall be appointed by the Governor and who shall hold office for the term of ten years, subject to removal by him for sufficient cause.

Said ten members, when so appointed, shall constitute the regular force, and shall be vested with and possess all powers conferred upon the sheriff by Section 4933 of the Code of 1858.

SECTION II.

Be it further enacted, that when Acts of violence occur in any county of the State whereby the rights of persons or property are violated or jeopardized by organized forces, or by any considerable number of persons acting in conjunction or singly, which may be brought to the attention of the Governor, he shall, in his discretion, direct the State Rangers to police such county or any part thereof so disturbed, to suppress such acts of violence and to arrest all persons engaged or aiding and abetting therein.

SECTION III.

Be it further enacted, that the State Rangers be attached to the Adjutant General's office, and by him organized and equipped for duty under the direction of the Governor, but they shall at all times be at the command of the Governor and under his general supervision and control.

SECTION IV.

Be it further enacted, that each regular member of the State Rangers shall receive as compensation for his services three dollars per diem and necessary expenses while actually engaged in the discharge of any official duty, the same to be paid upon voucher from the Adjutant General's office out of any moneys in the State Treasury not otherwise appropriated.

SECTION V.

Be it further enacted, that each of the regular members of the State Rangers, appointed by the Governor under Section I of this Act, shall have the authority to summon and swear in the *posse comitatus* when necessary to meet any emergency and when, for any reason, the Governor may not be able to appoint and supply the special members or force hereinafter provided for. The posse may be summoned from any county or counties in the State, in the discretion of the Ranger, and the members thereof shall receive as compensation for their services two dollars per diem and necessary expenses while actually engaged in the service, the same to be paid as hereinafter provided.

SECTION VI.

Be it further enacted, that the Governor shall appoint such special members of the State Rangers as may be necessary to aid the regular force to effectually perform the duties herein imposed upon them, the period of their service, however, to extend no longer than the exigencies may demand.

Such special members shall receive for their services the same compensation allowed the members of the *posse comitatus* in Section V of this Act, the same to be paid as hereinafter provided.

SECTION VII.

Be it further enacted, that the per diem and necessary expenses, which shall include all transportation of the members and equipment of the *posse comitatus* and of the special members as provided for in Sections V and VI of this Act, shall be paid by the county or counties wherein the service may be rendered, upon an itemized statement, certified from the Adjutant General's office, showing the service rendered on behalf of such county or counties and upon the proper rendition of such account the County Court of such county or counties shall provide for the payment of same, which shall be by warrant drawn by the county judge or chairman and in favor of the State.

SECTION VIII.

Be it further enacted, that this Act shall not apply to counties having a population of 190,000 and over according to the Federal Census of 1910.

SECTION IX.

Be it further enacted, that this Act shall take effect from and after its passage the public welfare requiring it."

Passed April 3, 1915.

CHAPTER V

The Present Police Protection Afforded in New Jersey

The police protection afforded to citizens of New Jersey is comparable, in the by and large, to that afforded generally throughout the country. The New Jersey and other political systems, with but few exceptions, seem not to have differentiated between the police needs of early Colonial days and the needs of the present day. It would seem that legislators have only winked at the ever rising modern criminal problems obtaining in New Jersey. They have taken no considerable step toward making more adequate an antiquated police system.

The State of New Jersey, except for its National Guard, has retained unto itself no police arm which could be called upon to perform police duty. There is no general State police organization of any kind which does constant police work whether it be for rural patrol, riot violence, detective duty or what not. The responsibility for all police administration has been thrown bodily, in New Jersey, upon the local jurisdictions—the counties, cities, boroughs, townships and towns.

Municipal Police. The leading municipalities of the State have each a large police force with jurisdiction and responsibility for policing within their own city limits. It has been assumed in this investigation that the cities of New Jersey have already, in the main, an adequate local police force and stand in no normal urgent need of additional protection. An attempt has been made, always against difficulty, to subtract the city crime from the tabulations and show just what crime has been committed in the less adequately protected municipalities. No effort is here made, therefore, to review or to do other than eliminate from the discussion, the adequacy of present urban police in New Jersey.

County Police. The twenty-one counties in New Jersey each have one sheriff and a number of constables. These popularly elected officers are the only policemen in the county (excepting the municipal forces). The constables work upon a demoralizing fee basis and seldom pretend to perform police work, except when called away from their private business. Their influence as deterrents of crime is necessarily negligible. There have been received many letters and statements from sheriffs and Prosecutors of the Pleas relative to the merits and demerits of the present constable system. This data is such a scathing indictment of the present constable system in New Jersey that it can leave no honest doubt in an impartial mind. Some sheriffs decry their constables as ignorant and useless, or untrustworthy and the great majority of sheriffs declare their constables as absolutely inefficient for police work.

The State-wide breakdown of the constable system has thrown the police protection of the county upon the shoulders of the sheriff. He alone has been left to cope with the police problems of his county ranging in area up to 869 square miles and in length up to 45 miles.

A State-wide study has shown, however, that the sheriff system too has failed to solve adequately the enormous problem thrown upon it. It is little wonder that this condition has obtained, and that it does is no indictment on any sheriff personally. Each sheriff is coping under an elective political system and only too generally owes his preference to other than consideration of police ability. A most flagrant evidence of the failure, whether justified or not, of the sheriff system was the institution of county detectives in the office of the Prosecutor of the Pleas. The inexperience and inability of the county sheriffs properly to collect evidence and apprehend criminals made it necessary for the Prosecutor of Pleas to secure the passage of a law which would allow them to appoint competent detectives. (*a*) It is no less than startling to find today that many of the sheriffs do not understand that they owe any police duty to the county. They seem to feel that normally they are not legally concerned with the policing of the county. It is a fact that sixteen of the twenty-one sheriffs of New Jersey do not ordinarily pretend to concern themselves with the normal policing of their county. They occupy themselves with, and state frankly that they feel no other duty than the serving of papers for the court and the care of the county jail. The sheriff of one of the largest and wealthiest rural counties expressed in writing this typical attitude: "The apprehending of criminals in (*b*) county is done entirely by the Prosecutor's staff of detectives. In all my experience in connection with the office of sheriff for the last twelve to fifteen years, the sheriff has never been called upon to apprehend criminals."

There is no intention to appreciate or depreciate the importance of the sheriff-constable system of New Jersey in its function of serving civil papers or other irrelevant functions, nor to cast any aspersions upon any individual within the system. But there is a preponderance of evidence showing that the sheriff-constable system, as a strictly police arm of the county, has proved itself generally inadequate alone to solve the police problems of a New Jersey county.

The National Guard. The only organization upon which the Governor of New Jersey could call to perform emergency police duty is the National Guard. The most prevalent of the emergencies however, for which the National Guard is most likely to be called is riot service. This has given rise to no little ill feeling on the part of labor interests who object to the use of the Natonal Guard during strikes. It is no doubt partly due to this fact, together with the natural distaste of guardsmen for ordinary police duty, that the New Jersey National Guard has been called out only twice during the last fifteen years. *c*)

(*a*) The New Jersey counties at present have altogether 43 detectives. No detective exists, however, in the majority of the more rural counties.

(*b*) See Index A-2 for name of county.

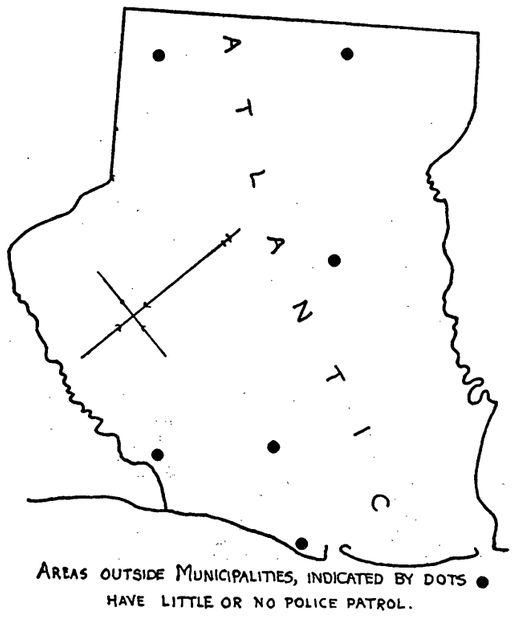
(*c*) 1. Paterson strike, June 20th to July 2nd, 1902. On duty: 1st and 5th Regiments, and Essex Troop Cavalry. Cost of call—$18,719.08.

2. Perth Amboy strike, November 25th to December 1st, 1908. On duty, six companies, 2nd Regiment. Cost of call—$4,386.42.

CHAPTER VI

County Analyses of Police Problems in New Jersey

ATLANTIC COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in six municipalities. The remaining unpatrolled area contains 29% (or 24,210) of total population and 18% (or $8,270,767.01) of all devastable property in county.

91, or nearly 10% of all criminals indicted during 1913-16 have become fugitives.

1,846, or 51.8% of all complaints of crime during 1913-16, have not resulted in punishment to the criminal.

The forest fire loss in 1915 was $28,337.

The Grand Jury has asked the legislature for a Rural Patrol State Police.

The present prosecutor is inclined not to favor a State Police.

1—The Geographical and Sociological Nature of the County

Atlantic County is located in the southern part of the State. It is the third largest county in the State in area, containing 569 square miles. In outline it is approximately rectangular, 25 by 30 miles with an ocean front of almost 25 miles, from which it extends back in a northwesterly direction, joining Camden and Gloucester Counties near the center of the State. It is practically as large as Camden and Gloucester Counties combined. It contains 20 cities, boroughs and townships with a population of 71,894 by the United States census of 1910, of which 11,417, or 16%, were foreign, and 10,782, or 15%, were negroes. The State census of 1915 gave the county a population of 82,840, of which 51,667 resided in Atlantic City; 5,896 in Hammonton, and 4,663 in Pleasantville City. Two main lines each of the West Jersey and Seashore and Atlantic City railroads are centrally located in the county, but some regions are ten or twelve miles from a railroad. The Great Egg River flows through the county. While the ocean front is only about 25 miles, the many islands and inlets make the total cost line very long. Approximately 65% of the population are residents of Atlantic City, the well-known summer resort, and 10% of the remainder live in other resort cities in the southeastern portion. The surface is comparatively level. Over 50% of the area is wooded, and the county is almost entirely rural save in the Atlantic City district. There are many acres of cranberry bogs in the central and western sections. Much of the southeastern portion consists of pine barrens.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

The municipal police force is about as follows:

Atlantic City	125	men
Pleasantville	3	"
Hammonton	2	"
Egg Harbor	2	"
Somers Point	4	"

2. COUNTY.

The remaining civil divisions containing about 15,000 people depend almost entirely for police protection upon the prosecutor's assistant and two county detectives. The sheriff seldom exercises the power of apprehending criminals. There are about 40 constables. They are declared conspicuously inefficient and not intelligently informed of their powers and duties. The county detectives are required to give a considerable amount of their time to the investigation and preparation of the serious cases for the Grand Jury. Thus they cannot devote much of their time to the prevention of crime in the rural sections.

3. PRIVATE.

There are no records available to show the number, if any, of private police employed.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator William P. Ahmuty and from correspondence with officials and the public generally.

3—The Adequacy of the Present Protection

1. THE AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

The records below are only of crimes recorded in the Prosecutor's office or by the County Clerk. Within the past year or two many criminal cases have been tried by the recorders and of these there is here no record. Very few of the many instances of reckless motor speeding are ever reported. It seems that a considerable amount of crime and criminal conditions exist in the pine barrens of which no complaint is made. (See 4-2.)

b. Difference between the number of complaints and Grand Jury Indictments plus Special Sessions Cases.

It appears from the following table that of the 3558 complaints lodged by the Prosecutor of the Pleas between January 1, 1913, and December 1, 1916, 1846 or 51.8% did not result in Indictment or Special Sessions prosecution. This would indicate either a large number of unfounded complaints, or, what is most likely, a large number of well-founded complaints, as to which evidence could not be obtained. The small number of complaints recorded in 1916 in Atlantic County may be explained by stating that many of them are disposed of in the recorder's Court.

Comparison between combined number of Grand Jury indictments and Special Sessions cases and number of complaints 1913-1916 follows:

	Complaints.	Indictments and Special Sessions.	Complaints which did not result in indictment or Special Sessions case. Number.	Percent.
1913	965	389	576	60
1914	948	305	643	68
1915	1170	629	541	46
1916 To Dec. 1	475	389	86	18
	3558	1712	1846	51.8 of total

c. The number of criminals indicted by the Grand Jury but never apprehended.

The total number of Grand Jury indictments in Atlantic County for the years 1913-1916 was 958. Of this number the records show that 91, or nearly 10% were never apprehended. The accompanying table shows the character of the crimes for which these unapprehended persons were indicted. Some of the fugitives within the last two or three years were traced by the Prosecutor's office, but were not apprehended because of excessive expense.

False Pretense	4
Desertion	35
Assault & Battery	7
Unlawful Conversion	8
Bigamy	1
Atrocious Assault & Battery	5
Assault With Intent to Kill	1
Forgery	5
Larceny	13
Seduction	2
Rape	1
Conspiracy	6
Robbery	1
Bribery	1
Murder	1
Total	91

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

There are about forty constables in the county, but these are not efficient. Not long ago two of these constables were arrested for trespass while attempting to perform their duty. The sheriff seldom exercises the power of apprehending criminals.

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIMES IN THE COUNTY.

a. Complaints.

The following table shows the complaints tabulated by years (1912-1916) and by locality. The total number for the five years is 3726.

COMPLAINTS

	Distribution by Years.						Distribution by Locality.			
	1912	1913	1914	1915	1916	Total.	City.	Borough.	Township.	Unaccounted for.	Total.
Aiding an Escape	..	..	2	..	..	2	2	..	..	..	2
Aiding Gambling	..	..	1	..	..	1	1	..	..	..	1
Assault	..	6	11	11	1	29	24	..	5	..	29
Atrocious Assault and Battery	..	36	48	55	45	184	171	5	4	4	184
Assault, Intent to Kill	..	10	14	9	10	43	39	..	4	..	43
Arson	..	..	..	4	4	8	6	..	2	..	8
Arson Attempt	..	..	..	2	..	2	2	..	..	..	2
Abduction	..	..	..	1	..	1	1	..	..	..	1
Assault, Intent Carnal Abuse	..	1	..	..	..	1	1	..	..	..	1
Adultery	1	10	17	16	3	47	41	1	5	..	47
Assault and Battery	4	365	309	408	91	1177	1112	3	42	20	1177
Accessory to Burglary	..	..	1	..	..	1	1	..	..	..	1
Abortion	..	1	..	1	..	2	2	..	..	..	2
Auto Stealing	..	1	..	6	1	8	8	..	..	..	8
Beat Boarding House	..	9	2	11	..	22	22	..	..	..	22
Book Making	..	..	7	..	..	7	7	..	..	..	7
Burglary	..	19	43	44	11	117	107	4	..	6	117
Breaking and Entering and Larceny	1	14	17	24	17	73	58	4	11	..	73
Breaking and Entering Attempt	1	2	1	..	1	5	2	2	..	1	5
Bigamy	1	..	1	..	2	4	3	..	..	1	4
Barn Burning	..	2	..	..	..	2	..	2	..	..	2
Bribery	..	1	1	..	2	4	4	..	..	..	4
Bribe Receiving	1	..	..	..	..	1	1	..	..	..	1
Blackmail	..	..	..	..	1	1	1	..	..	..	1
Carrying Concealed Weapons	..	14	21	9	1	45	40	..	5	..	45
Conspiracy	16	6	8	5	3	38	37	..	1	..	38
Common Law Cheat	..	..	..	..	1	1	1	..	..	..	1
Gambling and Disorderly House	49	11	..	3	..	63	61	1	..	..	63
Gambling and Disorderly House Aiding	..	..	..	22	..	22	21	..	..	1	22
Disorderly House	..	6	11	55	9	81	78	..	..	3	81
Desertion	1	16	14	37	26	94	82	1	..	6	89
Embezzlement	..	21	18	12	4	55	58	..	2	..	60
Election Law	18	8	..	1	36	63	62	1	..	..	63
Extortion	1	11	..	..	9	21	18	..	3	..	21
Embracery	..	..	1	..	1	2	1	..	1	..	2
Escape	..	..	2	..	..	2	1	..	1	..	2
Fraud	..	..	..	7	1	8	5	..	..	3	8
False Pretense	8	29	25	33	21	116	114	..	2	..	116
Forgery	1	6	9	3	4	23	21	..	2	..	23
Fornication	..	4	7	5	1	17	15	..	1	1	17
Gambling	32	5	8	4	4	53	20	..	1	32	53
Inciting Riot	..	..	1	..	10	11	10	..	..	1	11
Intimidating Witness	..	1	..	..	..	1	1	..	..	..	1
Incorrigible	..	1	..	..	..	1	1	..	..	..	1
Refusing to Comply with Oyster Law	..	..	1	..	..	1	..	..	1	..	1
Riot	..	..	1	..	..	1	1	..	..	..	1

	Distribution by Years.						Distribution by Locality.			
	1912	1913	1914	1915	1916	Total.	City.	Borough.	Town-ship.	Unaccount ed for.	Total.
Illegal Selling	23	35	45	21	17	141	113	1	8	19	141
Interfering with witness	..	2	..	..	1	3	3	..	..	..	3
Opium Selling	..	..	3	1	1	5	5	..	..	..	5
Impersonating Officer	..	..	3	1	2	6	6	..	..	..	6
Kidnapping Attempt	..	..	1	..	..	1	1	..	..	..	1
Lewdness	..	2	..	3	..	5	5	..	..	..	5
Motor Law Violation	..	1	..	5	..	6	6	..	..	..	6
Larceny and Trespassing	..	..	2	..	..	2	..	..	2	..	2
Larceny from Person Attempt	..	..	..	..	..	4	4	..	..	..	4
Larceny as Bailee	..	5	5	10	8	28	28	..	..	..	28
Larceny	2	192	166	179	67	606	567	8	28	3	606
Larceny from Person	1	9	1	1	1	13	12	..	..	1	13
Larceny Petty	1	..	6	23	2	32	28	..	3	1	32
Larceny Grand	2	2	8	9	11	32	28	..	2	2	32
Libel	1	1	1	..	6	9	8	..	..	1	9
Advising Murder	..	1	1	..	..	2	2	..	..	..	2
Motor Violations	..	..	..	5	1	6	6	..	..	..	6
Mayhem	..	1	1	..	..	2	2	..	..	..	2
Malicious Mischief	..	23	27	23	6	79	63	3	13	..	79
Manslaughter	..	3	2	4	1	10	10	..	..	..	10
Murder	..	6	5	2	1	14	14	..	..	..	14
Malfeasance	..	..	1	..	..	1	1	..	..	..	1
Perjury	..	3	8	4	6	21	15	..	6	..	21
Procuring Perjury	..	1	..	..	..	1	1	..	..	..	1
Rape	1	6	9	6	2	24	20	1	3	..	24
Rape Attempt	..	2	4	5	1	12	10	..	2	..	12
Rape Statutory	1	..	..	..	1	2	1	..	1	..	2
Robbery	..	..	1	4	1	6	6	..	..	..	6
Robbery Highway	..	6	..	4	3	13	10	2	1	..	13
Receiving Stolen Goods	..	6	9	18	6	39	34	..	5	..	39
Robbery Attempt	..	1	..	2	..	3	3	..	..	..	3
Resisting Officer	..	..	..	1	..	1	..	..	1	..	1
Seduction	..	8	5	1	..	14	13	1	..	..	14
Selling Obscene Postal Cards	..	3	..	..	1	4	3	..	1	..	4
Threats to Kill	..	5	13	14	3	35	32	..	3	..	35
Nuisance	..	1	3	1	..	5	3	..	2	..	5
Unlawful Conversion	1	18	13	28	6	66	64	..	2	..	66
White Slavery	..	1	3	1	..	5	5	..	..	..	5
Fugitive Caught	..	1	..	3	..	4	4	..	..	..	4
Sodomy	..	..	..	2	..	2	2	..	..	..	2
Excessive App.	..	..	..	1	..	1	1	..	..	..	1
	168	965	948	1170	475	3726	3403	40	177	106	3726

b. Grand Jury Indictments and Special Sessions.

The following table shows the total number of Grand Jury indictments and Special Sessions cases for the last four years is 1712.

	1913		1914.		1915.		1916.		
	Ind.	S. S.	Ind.	S. S.	Ind.	S. S.	Ind.	S. S.	Total.
Atrocious Assault and Battery	7	6	4	14	22	10	18	11	92
Assault Intent to Kill	2	2	3	3	4	2	5	4	25
Assault Intent to Rob	..	..	..	..	..	..	1	1	2
Assault Intent to Rape	2	..	..	..	5	..	..	..	7
Assault and Carnal Abuse	..	..	..	..	..	1	..	..	1
Arson	2	..	..	..	..	4	5	..	11
Assembly Unlawful	3	..	..	..	..	..	..	..	3
Adultery	1	..	1	4	7	4	..	..	17
Abortion	..	..	1	..	..	..	1	..	2
Assault and Battery	67	27	25	20	27	41	47	15	269
Burglary Accessory	..	1	..	1	..	1	..	..	3
Burglary Attempt	..	..	..	..	1	3	..	..	4
Burglary	..	11	..	20	7	52	5	3	98
Bigamy	..	..	..	..	..	..	1	..	1
Breaking and Entering and Larceny	4	6	3	15	4	14	23	9	78
Bribery	1	..	1	..	..	..	2	..	4
Automobile taken without permission of owner	..	1	..	..	3	..	1	..	5
Book making	..	..	1	4	..	..	1	..	6
Carrying Concealed Weapons	5	2	7	1	16	7	3	..	41
Conspiracy	7	1	..	..	4	2	3	..	17
Conspiracy and Perjury	..	..	..	..	..	..	5	..	5
Desertion	4	2	11	..	18	4	23	4	66
Disorderly House and Illegal Selling	4	1	3	..	40	..	30	1	79
Embezzlement	8	2	7	1	3	4	..	1	26
Election Law Violated	3	..	..	..	..	..	8	..	12
Extortion	7	1	..	..	..	..	..	..	16
Embracery	..	..	1	..	..	..	..	..	1
Fraud	1	1	..	..	1	..	2	1	6
False Pretenses	6	2	5	7	9	6	16	4	55
Forgery	5	1	1	1	2	1	7	1	19
Fornication	1	..	2	1	3	1	..	..	8
Gambling and Disorderly House	9	..	3	1	3	..	3	..	19
Incorrigible	..	1	..	..	..	..	..	..	1
Illegal Selling	12	2	11	7	35	8	5	4	84
Impersonating Officer	1	..	..	..	..	..	..	..	1
Lewdness	2	1	..	..	1	..	..	..	4
Larceny as Bailee	..	..	1	..	3	3	2	..	9
Larceny Grand	..	2	1	1	6	3	8	1	22
Larceny	30	71	18	51	45	136	26	35	412
Larceny from Person	4	6	..	..	..	1	..	1	12
Motor Law Violation	..	3	..	..	..	..	..	..	3
Mayhem	..	..	..	..	1	..	..	..	1
Malicious Mischief	2	4	4	2	3	3	..	..	18
Manslaughter	..	..	2	..	1	..	..	..	3
Murder	6	..	..	..	7	..	..	..	13
Malfeasance	..	..	..	..	1	..	1	..	2
Nuisance	1	..	3	..	..	..	..	..	4
Narcotic Selling	..	..	2	1	..	..	1	..	4

	1913.		1914.		1915.		1916.		
	Ind.	S. S.	Ind.	S. S.	Ind.	S. S.	Ind.	S. S.	Total.
Murder Advising	..	..	1	..	..	..	..	..	1
Riot Inciting	..	..	3	..	..	..	..	..	3
Receiving Stolen Goods	..	2	2	1	3	3	8	2	21
Rape	1	..	5	3	4	1	3	..	17
Robbery Highway	4	1	..	..	2	1	..	1	9
Robbery	..	1	..	4	..	1	1	..	7
Libel	4	..	..	..	..	..	..	..	4
Seduction	1	..	..	..	2	2	..	..	5
Selling Obscene Cards	3	..	..	..	..	..	1	..	4
Unlawful Conversion	4	1	1	..	8	1	8	..	23
Perjury	1	..	2	..	1	..	4	1	9
Threats	2	..	2	3	3	1	..	..	11
Money from Prostitute	..	..	..	..	1	..	..	..	1
White Slavery	..	..	..	1	..	..	..	..	1
Fonging on Leased Oyster Grounds	..	..	..	1	1	..	..	..	2
Secret Burying of Child	..	..	..	..	1	..	..	..	1
Diseased Meat for Sale	..	..	..	..	..	..	..	1	1
Statutory Rape	..	..	..	..	..	..	..	1	1
	227	162	137	168	308	321	286	103	1712

2. The Amount of Rural Crime.

Of complaints made to the Prosecutor from January 1, 1913, to December 1, 1916, 3301 were from the cities; 31 from the boroughs and 179 from the townships; and the location of 203 could not be ascertained from the records. By the State census of 1915, 85% of the population was in the cities, and 14% of the population was in the townships (*a*). 94% of the complaints were from the cities, (*a*) and 5% of the complaints were from the townships. (*a*)

However, there are many violations of the speed laws. An investigation made by Miss Elizabeth S. Kite, agent of the State Department of Charities and Corrections, would indicate the presence of considerable outlawry in the pine barrens and that the residents are afraid to complain or to proceed against these wrongdoers for fear of barn burning or personal vengeance.

3. The Foreign Problem of the County.

There are no manufacturing districts in the county. However, a good many foreigners are employed in the cranberry bogs and there are some minor disturbances among them. There are many negroes in Atlantic City and there is much crime amongst them, most of the complaints being against negroes.

4. Riots in the County.

No record of any riots in the county has been found.

5. The Forest Fire Problem in the County.

The State Fire Warden's report for 1915 tabulates the number and cost of the fires in Atlantic County as follows:

County and Township.	Forest Fires.	Embryo Fires.	Acres Burned.	Loss to forests and other property
Absecon (City)	1	—	75	$ 75
Buena Vista	16	10	2,302	2,597
Egg Harbor	7	3	4,097	2,550
Egg Harbor (City)	—	—	—	—
Folsom	2	1	175	200
Galloway	18	17	10,360	12,056
Hamilton	8	2	2,118	2,165
Hammonton	—	10	—	—
Linwood	—	—	—	—
Mullica	9	11	475	940
Northfield (City)	—	—	—	—
Pleasantville	1	—	10	10
Port Republic	—	—	—	—
Weymoth	14	18	6,498	7,744
Total	76	72	26,110	$28,337

Atlantic County is particularly subject to forest fires. There is now no patrol force. Many fires were started by careless campers and tramps and sometimes by automobilists. There are many thousands of wooded forests in the county. The cranberry bogs are greatly in danger of swamp fires, although there has not been so far any great actual loss. The total loss from forest fires in 1915 was $28,000, which is among the greatest losses of any county.

6. The Enforcement of the Fish and Game Laws.

Atlantic County has many miles of coast line. There are some arrests for illegal fishing, but it is safe to say that the greater number of violations of the fish and game laws are not reported because of the lack of constant patrol.

7. The Enforcement of the Road Laws.

There are main automobile roads from Philadelphia to Atlantic City passing through the county. Driving on these roads is often imperilled by reckless speeding which cannot be entirely checked by the officials of the State Motor Vehicle Department. Robberies along the roads and hold-ups are not uncommon.

5—Newspaper and Letter Clippings on the County Police Problem

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following items have been selected, therefore, as having a bearing on the county police problem:

Elizabeth Daily Journal. *October 27, 1916.*

For State Constabulary.

"The establishment of a State constabulary is urged in resolutions adopted by the Grand Jury of Atlantic County, and presented to Prosecutor Moore. The terrible tragedy which occurred when the motor car of Andrew J. Rider, the Hammonton cranberry grower, was held up by highwaymen at Atsion three weeks ago, was regarded by the Grand Jury as a demonstration of the absence of adequate protection to those using our highways."

News Correspondent. *April 7, 1913.*

Conditions in the Pine Belt.

A report on the social conditions in the South Jersey Pines made by Miss Elizabeth S. Kite, agent of the State Department of Charities and Corrections, disclosed some remarkable facts:

"Miss Kite's report consists of three sketches of as many 'families' written by her after personal investigation. One sketch tells of a man who sold his wife

(*a*)

	Distribution of population as to locality, (State census 1915.)		Distribution of complaints as to locality, (excluding cases where locality was not given.)	
	Number	%	Number	%
Cities	69,400	85	3301	94
Boroughs	11,000	1	31	1
Townships	11,800	14	179	5
	92,200	100	3511	100

to another man for $1.50 and a quart of rum, a 'squire' writing 'separation' papers and 'marrying' the woman to her new consort.

"Another sketch starts with 'Mag,' an imbecile, the mother of ten children, several of them illegitimate and every one of them degenerate. The report shows that from this one woman, herself a degenerate, have sprung 292 persons. Of this number of births, 174 were illegitimate; 102 were degenerates; 41 were criminals; 26 were inmates of the almshouse; and many others were the burden of public or private charity.

"Another chapter tells the story of 'Old Moll,' whose record is that 'she ran with everybody in the Pines.' She was a degenerate and from her sprang 199 descents, of whom 124 were degenerate; more than 20 were criminals, and many others were public or private charges."

Referring to the vicious lives mentioned in another section of her report, Miss Kite says:

"Shall we allow them unchecked to pollute a whole neighborhood as they are doing today? The matter is not an easy one. To clear up such a family might be comparatively simple, since they are in themselves weak willed and inefficient, but to disturb Ann (one of the women in the sketch) is to disturb the blackguard Nat Osborn (the fictitious name of one of the men running with Ann) and that is no light matter, for he has behind him the whole outlaw element of his section of the Pines. No one with a barn to burn, or a business to be pursued in the neighborhood, dare raise a finger. On their oath in open court, residents of the community are afraid to swear to the truth; there is practically no one who can be drawn in to testify against the outlaw. The local authorities have proved themselves inadequate to deal with the situation. If there was ever a time and place for the State to intervene then surely it is here and now."

6—Opinions of Governmental Officials

Prosecutor of the Pleas, CHARLES H. MOORE, says that he does not believe a State police would be of great value to Atlantic County since little trouble has arisen in the farming sections and most of the crimes arise within municipalities having local police protection. The only benefit which a State police would afford would be to give fire protection in the forest sections.

The *Sheriff,* JOSEPH R. BARTLETT, thinks that a State police would deter crime in the rural sections and aid in the prevention of forest fires. He says that his constables are very inefficient and give him "more trouble than his prisoners." He does not take charge of the apprehension of criminals and cannot speak definitely on the matter. He believes that there should be a patrol running from east to west in the county.

Assistant Prosecutor, WM. ELMER BROWN, says that the work of the prosecutor's office would be lessened considerably if a State police existed. Its work of deterring crime and apprehending criminals in the outer section of the county would be two-fold. It was necessary, he said, for the entire force of county detectives and himself to work on seven cases of breaking and entering on the evening of Thanksgiving this year. There were all told, 15 cases in a period of about twenty-four hours. He is in favor of a State police.

Following is the resolution passed by the Atlantic County Grand Jury for 1916 in regard to the establishment of a State police system.

GRAND JURY ASKS FOR STATE POLICE

WHEREAS, the late occurrence of a terrible tragedy involving the life of one and the nearly fatal injury of three other persons, almost within the borders of Atlantic County, conclusively demonstrates the absence of adequate protection to those using our rural highways, and

WHEREAS, the urban and other police forces of our communities are manifestly incompetent to provide efficient patrol to protect such highways so that the commission of brutal crimes may be rendered more dangerous than their encounter, and

WHEREAS, the pursuit of the development of all our natural resources and the extension of the opportunities to exploit the advantages of our resorts should be zealously encouraged as matters of the highest importance to the State and local welfare and demand that adequate safety shall be afforded to all persons using the rural highways, now

BE IT RESOLVED: that the Grand Jury of and for the county of Atlantic in Session at Mays Landing at the October Term of 1916, earnestly recommends to the Governor and members of the State Legislature that such law or laws be submitted to the legislative body at the next session as will provide a State police force competent to afford efficient protection of the rural highways of the State, and

BE IT FURTHER RESOLVED: copies of the foregoing resolution be placed in the hands of the Governor of the State and State Senator and Assemblymen representing the County of Atlantic upon his and their election in November next and in the hands of the President of the Senate and the Speaker of the Assembly on the organization of those bodies in January, 1917.

7—Summary

Atlantic County is the third largest county in the State and is thinly settled. Over 50% of it is wooded. Eighty-five per cent. of the population lives in Atlantic City and other resort cities along the coast. Police protection in the county is centered in these cities, and the great rural portion is unpatrolled.

Fifty-one and six-tenths per cent. of complaints made to the prosecutor in the past 5 years did not result in indictments or Special Sessions prosecution, indicating in a part a lack of facilities for obtaining evidence.

Ninety-one, or nearly ten per cent. of the total Grand Jury indictments during 1913-1916, criminals have escaped apprehension and are now fugitives.

Considerable crime exists in the pine districts which is not recorded or apprehended.

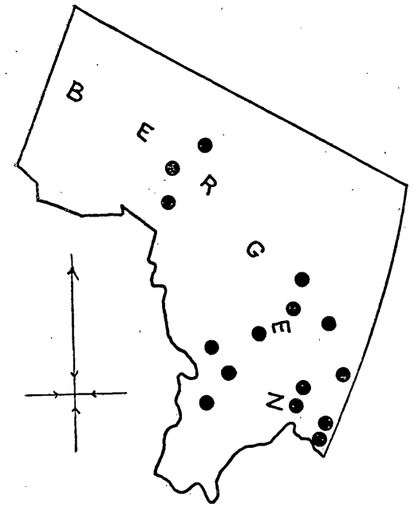
Ninety-four per-cent. of recorded crime is in the cities where 85% of the population lives. These cities are patrolled and many minor criminals arrested, while those committing like offenses in the townships go unnoticed. There are many violations of the speed laws, making travel dangerous on the automobile roads to Atlantic City.

There is need of more efficient forest fire protection, the loss from fires being $28,000 in 1915.

Officials favor a State police to some degree. The Grand Jury passed resolutions favoring the creation of a State police.

There is need in the county for central detective aid, and for a patrol of the automobile roads and central regions in order to prevent hold-ups, speed law violations and forest fires.

BERGEN COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in fifteen municipalities The remaining unpatrolled area contains 35% (or 63,876) of total population and 37% (or $32,649,725) of all devastable property in the county.

116, or 13.7% of all criminals indicted during 1912-1916, have become fugitives.

948, or 66.1% of all complaints of crime during 1915-16, have not resulted in punishment to the criminal.

Forest fire loss in 1915 was $1,173.

The present prosecutor is non-commital toward State Police. His predecessor (in office seven years) is strongly in favor of a State Police.

1—The Geographical and Sociological Nature of the County

Bergen County is pre-eminently a suburban county. It has an area of 237 square miles and a population (1915 census) of 178,596, of which approximately 30 per cent. is foreign. The county contains 64 boroughs and townships with no large cities but many small cities and towns. The number of towns having a population of one thousand or over is 37 (*a*). The largest towns in the county are:

	Population.
Hackensack	15,856
Garfield	15,455
Englewood	11,071
Rutherford	8,374
Ridgefield Park	6,500 (*b*)
Ridgewood	6,729

Farming is of secondary importance in Bergen County, the southern part of the county particularly being suburban and industrial in character. Many of the residents commute to New York City for their business. Being close to the metropolis and bounded on two sides by the State of New York, Bergen County is annoyed by inter-county and inter-state police problems.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

The following municipalities of Bergen County have some sort of a municipal police force: Carlstadt, Cliffside, East Rutherford, Edgewater (sixteen men), Englewood, Garfield, Hackensack, Hasbrouck Heights, Leonia, Little Ferry, Lodi, Lyndhurst, Maywood, Ridgefield Park, Ridgewood, Rutherford, Tenafly, Wallington and Westwood.

The marshals of the small towns are relatively efficient, but there are many hampering factors which interfere with their successful protection on all occasions. Letters from Bergen County commonly include such statements as:

"We have local police but do not rely on them" (*a*), or "We believe the necessity (for state police) might occur at any time, particularly in rural districts such as those which are without adequate organized police protection." (*b*)

2. COUNTY.

The County police work is in the hands of three detectives in the prosecutor's office. These officers not only do the distinctly rural work of the county but also serve as a co-ordinating factor for the many small forces of marshals in the boroughs. It appears that the detectives have their hands full with the volume of work, and that much of their time has to be spent at headquarters directing operations by telephone. They complain of the difficulty in getting to the outskirts of the county because of lack of proper transportation facilities.

The constables are the only other source of protection the rural sections have. Former Sheriff Heath, who has just retired from office, had effected a unique organization of the constables. Not only did he keep in constant touch with at least one responsible constable in each locality of the county. but he held frequent meetings of the constables for the purpose of instructing them in their duties. Just how effective this method was is hard to say.

(*a*) Taken from the 1915 census as given in 1916 Legislative Manual of New Jersey.

(*b*) Population of Ridgefield Park is given as 6500 in the Industrial Directory for 1915.

(*a*) N. W. White, Mgr. Citro Chemical Company, Maywood, N. J.

(*b*) H. A. Woodhead, Mgr. Granite Linen Company, Wortendyke, N. J.

The tabulations and other data contained in this county study were secured from field investigations within the county by investigators William P. Ahmuty and William B. Mendes, and from correspondence with officials and the public generally.

3—The Adequacy of the Present Protection

1. The Amount of Unpunished Crimes.

a. Crimes for which there is no record.

The County detectives speak of the large amount of crime which seems to be invited by the many loopholes for escape. The fact that the main tourist boulevard runs through the county and that the county itself is merely the back door to other more populous jurisdictions makes it difficult for the officer even to get crime on the records, much less to apprehend the criminals. Thus in Bergen County particularly is it true that the amount of unpunished crime is much larger than would appear on the complaint docket or in the indictment book.

Former Prosecutor Wright says:

> "The amount of crime in the county cannot be obtained from the records. Fully forty per cent. of the crimes (particularly breaking and entering) are never reported to the Prosecutor's office, because in many instances the party committing the act is unknown. There are no records available which would give a complete record of every crime happening in the county."

When shown the tabulation of the number of fugitives, Mr. Wright remarked. "There are many times that number who go unapprehended—hundreds of cases yearly."

b. The difference between the number of Complaints and Indictments plus Special Sessions Cases.

The following table shows the number and percentage of complaints for the years 1915 and 1916 (*a*), that have not resulted either in indictments or in pleas before the Special Sessions court.

	Complaints.	Indictments plus (*b*) Special Sessions cases	Complaints not resulting in Indictments or Special Sessions	
			Number	Percentage
1915.....	818	322	496	60.6%
1916.....	617	165	452	73.2%
Total..	1435	487	948	66.1%

It will be seen that over half of the recorded complaints never result in indictments or Special Sessions cases. If the amount of crime which never gets on the books were ascertainable and were added to these complaints, the ratio of "good cases" would be very small. That so many of the crimes are not prosecuted seems to be due largely to a lack of evidence which is peculiarly accentuated in a county like Bergen.

c. Difference between the number of Grand Jury Indictments and the number of criminals who are apprehended.

The number of indictments does not necessarily indicate the amount of serious crime, because it often happens that criminals make their get-a-way and are not indicted because they are unknown. The number of fugitives (or those indicted who have not been apprehended), therefore, represents but a part of the serious crime that is unpunished. The following table gives the number and ratio of fugitives for the five years 1912-1916, the figures for the last term of 1916 not being included:

Indictments (*a*)		Fugitives.	
		Number.	Percentage
1912	240	21	8.7
1913	173	25	14.4
1914	205	17	8.2
1915	159	24	15.0
1916	63 (up to Dec. 1st)	29	46.0
Total	840	116	13.8

2. The Effectiveness of the Sheriff-Constable System.

Whether the organization of constables described under the heading of County Police Protection, has any promising future depends upon the political exigencies of the sheriff's office. At present it seems that the idea is a dream of the past. As was pointed out before, most of the towns have a few local marshals who are more or less effective within their jurisdiction and as long as no emergency arises. The stretches between the towns, however, receive no adequate protection, nor is the county police protection effectively co-ordinated.

The situation is described by one of the companies of Hackensack in these words:

> "Our plant is a half mile from a trolley and somewhat isolated. We escort our stenographers by a man who meets the trolley every morning. So many tough characters were insulting and accosting females around here that we had to provide protection to our employes."

A prominent manufacturer of Lyndhurst has this to say of the suburban conditions:

> "We are in a somewhat rural district, in the Township of Union, County of Bergen, where the three or four municipal police have more to do under normal conditions than they can well take care of, consequently abnormal cases have to be left exposed and unprotected."

Another instance of the inadequacy of the protection in the smaller places in cases of emergency comes from Little Ferry. The occasion was that of several young ruffians who purchased firearms and defied the attempts of the local police to preserve order.

3. The Cost of the Present Protection.

County Collector, W. A. Linn, states that the court charges for Bergen County are $50,000 a year. In addition to the regular charges, he says another $10,000 is charged to the apprehension of criminals. The cost of maintaining borough marshals is of course, not included in the county cost.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crime in the County.

The three following tables show the complaints, the indictments and Special Sessions cases, and the fugitives classified according to the nature of the crime and the date of the records. The table of complaints includes in addition a classification as to place.

(*a*) The table includes a comparison of only two years because the records of complaints for the previous years are not complete. Up until February, 1915, when the present prosecutor took office, the practice of destroying the records of all complaints that do not result after a certain time either in indictments or Special Sessions obtained.

(*b*) The segregation of the indictments from the Special Sessions cases is shown in the following table:

	1915	1916
Indictments	159	63
Special Sessions Cases	163	102
Totals	322	165

(*a*) The indictments are listed in the prosecutor's office on a basis of crimes committed rather than on a basis of individual criminals. Thus the number of indicted persons is larger than the number of indictments, whereas the records for fugitives refer to individuals. If both columns represented individuals, the precentage of fugitives would be smaller than appears in the table.

a. Complaints.

	1912	1913	1914 (*a*)	1915	1916	Total	City (*b*)	Town	Boro.
Atrocious Assault and Battery	38	36	33	54	43	204	73	16	115
Assault Attempt to Kill	3	1	1	7	13	25	5	4	16
Arson	9	3	2	1	4	19	9	1	9
Attempted Arson	..	..	..	1	1	2	..	..	2
Auto Stealing	1	..	1	1	..	3	1	..	2
Abduction	..	..	..	1	..	1	..	..	1
Assault Intent Carnal Abuse	4	..	..	..	..	4	1	1	2
Adultery	1	7	8	11	9	36	21	4	11
Abortion	..	..	..	..	1	1	..	..	1
Assault and Battery	176	155	136	277	201	945	265	147	533
Assault Attempt to Rob	3	..	..	..	..	3	1	1	1
Attempt Rape	5	5	2	3	7	22	5	6	11
Attempt Robbery	1	6	4	5	1	17	3	5	9
Attempt Suicide	..	..	..	2	..	2	1	..	1
Burglary	33	20	25	49	21	148	54	34	60
Breaking, Entry and Larceny	19	14	34	22	15	104	28	26	50
Bigamy	2	1	..	1	..	4	3	..	1
Carrying Concealed Weapons	20	20	33	32	27	132	36	28	68
Conspiracy	36	12	2	..	..	50	11	7	32
Concealing Crime	..	1	..	..	..	1	..	..	..
Conversion	4	5	5	4	..	18	8	3	7
Cruelty to Children	..	..	..	1	..	1	..	1	..
Disorderly House	6	4	3	5	8	26	20	1	5
Defaulting Board Bill	..	..	..	3	2	5	2	2	1
Desertion	19	18	8	16	6	67	22	4	31
Embezzlement	5	2	2	11	5	25	12	1	12
Extortion	1	..	..	..	..	1	..	..	1
Fraud	..	..	..	2	1	3	..	..	3
False Pretenses	15	14	5	17	10	61	18	18	25
Fornication	3	1	8	12	28	52	19	3	30
Forgery	3	1	3	6	5	18	8	1	9
False Scales	27	..	..	..	1	28	15	..	13
Forced Prostitution	..	..	..	..	1	1	..	..	1
Gambling	3	15	4	3	13	38	21	2	15
Grand Larceny	1	5	3	30	13	52	20	10	22
Hiding on Train	1	..	..	1	1	3	1	..	2
Highway Robbery	..	2	6	6	1	15	..	1	14
Horse Stealing	..	..	..	1	..	1	..	..	1
Illegal Selling	18	9	16	6	13	62	16	15	31
Kidnapping	..	..	..	..	1	1	1	..	..
Lewdness	7	6	10	17	5	45	22	7	16
Larceny	82	71	111	116	70	450	132	86	232
Mayhem	1	..	2	2	1	6	2	1	3
Malicious Mischief	9	12	7	22	19	69	28	11	30
Motor Law Violation	..	..	..	1	3	4	3	..	1
Murder	11	4	2	1	6	24	3	2	19
Manslaughter	2	..	3	18	7	30	11	2	17
Nuisance	4	..	..	..	..	4	2	..	2
Perjury	2	1	1	2	..	6	5	1	..
Placing Explosives in Building	..	6	..	..	..	6	..	..	6
Practicing Medicine Without License	..	1	..	..	..	3	2	1	..
Rape	1	..	2	..	..	3	2	1	..
Robbery	10	9	5	11	22	57	17	10	30
Receiving Stolen Goods	4	16	4	4	7	35	5	8	22
Sodomy	3	4	16	14	7	44	20	5	19
Seduction	..	2	2	2	1	7	..	1	6
Trespassing	..	3	1	11	2	17	6	1	10
Threats	..	..	..	2	..	2	..	..	2
White Slavery	3	4	2	11	2	22	4	6	12
Totals	..	..	..	..	1	1	..	..	1
	596	495	507	818	617	3033	972	484	1577

b. Indictments and Special Sessions Cases.

	Indictments						Special Sessions Cases					
	1912	1913	1914	1915	1916	Total	1912	1913	1914	1915	1916	Total
Atro. Assault and Battery	22	17	23	8	10	80	22	17	12	13	1	65
Assault Intent to Kill	..	..	..	3	2	5	4	..	..	2	1	7
Arson	5	3	1	5	1	15	..	..	1	..	..	1
Asst. Intent to Rape	2	1	2	..	..	5	2	2	1	1	2	8
Adultery	..	5	3	..	2	10	..	4	5	4	2	15
Assault and Battery	51	45	41	48	25	210	98	109	93	37	30	367
Burglary	14	10	9	5	5	43	15	8	15	12	5	55
Burglary, Attempt	..	..	..	..	..	..	..	..	1	..	..	1
Breaking and Entering	4	..	1	..	1	6	13	18	20	11	2	64
Bigamy	..	..	..	..	..	..	..	..	1	1	..	2
Asst. Intent to Rob	..	1	2	..	..	3	2	1	1	..	1	5
Carrying Concealed Weapons	7	10	11	15	3	46	19	16	20	16	5	76
Conspiracy	7	2	..	1	..	10	..	..	..	..	..	..
Carrying Burglary Tools	..	..	1	..	..	1	..	..	..	1	..	1
Conversion	5	5	2	..	..	12	2	1	5	2	..	10
Disorderly House	2	..	4	3	1	10	2	4	..	1	2	9
Desertion	7	4	15	1	..	27	6	1	3	1	1	12
Election Law Violation	..	1	..	..	..	1	..	1	..	..	..	1
Dynamiting Building	..	..	1	..	..	1	..	..	..	..	..	..
Extortion	..	..	..	..	..	..	1	..	..	..	..	1
Fornication	2	..	2	14	2	20	1	1	5	3	2	12
Fraud	3	3	2	..	..	8	1	..	1	..	..	2
False Pretences	8	5	8	4	..	25	4	5	2	2	..	13
Forgery	4	1	4	1	..	10	..	1	..	5	..	6
False Weight	12	..	..	..	..	12	8	..	..	..	..	8
Gambling	2	..	2	..	..	4	..	1	..	1	1	3
Illegal Liquor Selling	15	8	11	3	..	37	6	..	4	1	1	12
Incest and Attempt	..	..	..	..	..	..	..	..	..	..	1	1
Kidnapping	..	..	..	..	..	..	..	..	..	..	1	1
Neglect of Duty	..	..	1	..	..	1	..	..	..	..	..	..

(*a*) The record of complaints for the years 1912, 1913 and 1914 does not include all the complaints, as many of those that were dropped were taken out of the record and destroyed. The record for the years 1915 and 1916, however, is supposed to indicate total complaints.

(*b*) The class "city" includes complaints originating in the three municipalities of Hackensack, Englewood and Garfield. The other two classes are based on the official division into borough and township, the "township" class including only complaints outside of boroughs.

(*c*) The 1916 indictments include the indictments for only two terms out of three.

	1912	1913	1914	1915	1916	Total
Lewdness	2	..	2	6	1	11
Grand Larceny	..	..	..	..	..	..
Larceny	35	27	33	14	4	113
Motor Law Violation	..	1	..	1	1	3
Mayhem	1	..	1	..	..	2
Malicious Mischief	1	4	4	6	1	16
Manslaughter	2	2	1	2	..	7
Murder	8	3	2	1	..	14
Malfeasance	..	..	1	1	..	2
Neglect of Children	2	..	..	..	..	2
Perjury	1	1	2	..	..	4
Practising Medicine Ill	1	2	1	..	..	4
Rape	7	5	4	3	1	20
Rape Attempt	2	..	..	..	..	2
Robbery	2	4	3	5	..	14
Highway Robbery	..	..	..	..	..	..
Rec. Stolen Goods	2	1	5	3	2	13
Seduction	2	..	..	6	..	8
Sodomy	..	1	..	..	1	2
Threats	..	1	..	..	..	1
Compelling Prostitution	..	..	..	..	..	..
Totals	240	173	205	159	63	840

	1913	1914	1915	1916	Total
Grand Larceny	2	5	1	4	23
Larceny	..	1	..	..	1
Motor Law Violation	54	81	36	28	245
Mayhem	..	..	..	..	..
Malicious Mischief	..	1	..	1	2
Manslaughter	3	7	3	3	25
Murder	..	..	..	..	..
Malfeasance	..	..	..	..	..
Neglect of Children	..	..	..	..	..
Perjury	2	..	..	..	6
Practising Medicine Ill	..	1	..	..	2
Rape	..	1	..	..	1
Rape Attempt	2	4	4	7	18
Robbery	..	..	..	..	..
Highway Robbery	4	2	2	..	10
Rec. Stolen Goods	..	2	..	..	2
Seduction	4	7	1	..	16
Sodomy	2	..	1	..	3
Threats	1	..	..	..	1
Compelling Prostitution	3	3	2	..	9
Totals	269	305	163	102	1123

c. Fugitives.

	1913	1914	1915	1916	Total
Atrocious Assault and Battery	2	..	2	1	7
Asst. Attempt to Kill	1	..	..	1	2
Arson	..	..	1	..	2
Assault and Battery	1	2	5	3	11
Burglary and Larceny	1	1	..	..	3
Breaking and Entering and Lar.	..	..	1	3	5
Assault Intent to Rob	..	..	..	1	2
Carrying Concealed Weapons	..	..	2	3	5
Conspiracy	..	..	1	..	1
Conversion	1	1	..	..	3
Desertion	2	3	3	2	11
Embezzlement	..	1	1	1	4
Fornication	..	..	1	..	1
False Pretenses	1	2	..	1	6
Forgery	3	1	..	1	6
Horse Stealing	1	..	..	..	1
Illegal Selling	1	1	..	8	11
Lewdness	1	2	..	..	2
Larceny	1	3	3	2	10
Malicious Mischief	..	1	..	1	2
Murder, Ordinary	..	..	1	..	1
Murder	2	1	2	..	5
Manslaughter	..	..	..	1	1
Perjury Attempt	..	..	..	..	1
Rape	2	2	..	..	4
Rape Attempt	..	1	..	..	1
Robbery Attempt	..	1	..	..	1
Robbery	2	..	..	..	1
Seduction	..	..	..	1	3
Miscarriage, Causing	..	..	..	1	1
Obscene Picture	..	..	..	1	1
Totals	21	25	17	24	29	116

A perusal of these tables shows not only the preponderance of assault and battery and larceny cases, but also the unusual prominence of the cases that are classified as "offenses against chastity." These cases are shown herewith in summary form:

OFFENSES AGAINST CHASTITY—1912-1916.

	Complaints.	Indictments.	Special Sessions.	Fugitives.
Adultery	36	10	15	..
Bigamy	4	..	2	..
Fornication	52	20	12	1
Forced Prostitution	1	..	..	..
Rape	57	20	18	4
Attempt to Rape	22	2	..	1
Seduction	17	8	3	1
White Slavery	1	..	..	..
Disorderly House	26	10	9	..
Lewdness	45	11	23	2
Totals	261	81	82	9

2. THE AMOUNT OF UNAPPREHENDED CRIME.

A large amount of crime occurs yearly for which no criminal is ever found and which therefore goes unpunished. But it is also a fact that many of the criminals, who have actually been indicted by the Grand Jury, manage to escape apprehension under the present system. The table shown above in this chapter indicates that during the last five years 116 of the total of 840 criminals indicted by the Grand Jury have escaped apprehension and are now fugitives. This means 13.7% of the known criminals are at large.

3. THE AMOUNT OF RURAL CRIME.

Very little of the crime in Bergen County is what might be called distinctly rural crime. As a matter of fact, only 16 per-cent. of the total complaints originate outside the boroughs and larger towns. This is due, however, to the small amount of distinctly rural territory. The county is pre-eminently a suburban county with no large cities but many small ones. Because of this general character of the county as a whole, it would be without much value, if at all possible, to differentiate the source of crime in the county. There is not much difference between the township and the smaller boroughs, neither is there much difference between the boroughs and the largest towns. For the purpose of making a comparison, the location of the crime can be divided into two classes—that occurring within the three largest towns, (City of Englewood, 11,071; Borough of Garfield, 15,455; and New Barbadoes Township, [Hackensack] 15,856) and that occurring outside these three places by the use of this division. The complaints would appear as follows:

RATIO OF "URBAN" COMPLAINTS TO TOTAL.

Urban—	Population.	Complaints.
Hackensack, Englewood and Garfield	23.7%	32%
Suburban & Rural—		
The rest of the County	76.3%	68%

4. THE FOREIGN PROBLEM OF THE COUNTY.

Approximately a third of the population of Bergen County is foreign and this ratio is gradually increasing. The prevalence of crimes of passion, as pointed out before, is due in large measure to the foreign element in the population particularly to the Italian element. The foreign problem is at its worst in Edgewater, Garfield, and Lodi; it has a very close connection with the industrial riot problem.

5. RIOTS IN THE COUNTY.

There have been several strikes in Bergen County that have resulted in violence and required special police protection. The worst rioting was in 1913 when several hundred Erie Railroad laborers at Edgewater struck for an increase in wages. The strike began December 7, 1913, and lasted about a month, during which time it became virtual warfare. Two men were killed and many others seriously wounded. The local police were unable to cope with the situation and had to be assisted by special railroad guards and detectives and by about two hundred deputy sheriffs. Speaking of this strike, Mr. J. J. Kennedy, Commissioner of the Police at Edgewater, is of the opinion that the violence was really caused by the private guards who insulted and dared the strikers. He believes the present police force, which consists of sixteen members instead of four as in 1913, could handle any strike at Edgewater and that a State police would not be needed. Several other strikes at Edgewater in recent years have required police protection.

The industrial problem in the towns near Paterson and Passaic also shows a need for extra protection in cases of violence. During the summer of 1916, the Continental Paper Company of Bogota was compelled to spend over $3,000 for special police protection to their employes during a prolonged strike. Out of twelve expressions of opinion on the need for a State police in riot cases in their respective communities received from prominent employers of labor in Bergen County, seven speak in favor of State police and five speak against a State police.

The growing number of foreigners in the industrial towns of the County, the prevalence of riots in the past and the generally admitted ineffectiveness of special deputies everywhere, indicate Bergen County as among the half dozen counties that need extra police protection during industrial disturbances.

6. THE FOREST FIRE PROBLEM IN THE COUNTY.

The northwestern part of Bergen County is wooded, although only a small corner of the county is classified as having "more than fifty per cent. forest." This portion of the county has warden service but the forest fire problem is comparatively small. The 1915 Fire Warden's report gives the following summary for Bergen County. (*a*)

Forest Fires	22
Embryo Fires	19
Acres Burned	1040
Loss	$1173

7. THE ENFORCEMENT OF THE ROAD LAWS.

The problem of the policing of the highways of Bergen County as well as the whole matter of rural protection is very succinctly and completely stated by Charles A. McCoun, Secretary of the Bergen County Automobile Club in his letter of November 20, 1916, to the State Chamber. The body of this letter follows:

> "You ask if I feel there is need for a State police. As a member of the Bergen County Grand Jury would say that a number of cases of highway robbery and highway accidents and highway assaults have been considered by the Grand Jury and indictments found. The Municipalities here in North Jersey are mostly small in size and local police are few, with long patrols seldom extending beyond the built-up portion of the town or loose village leaving long distances between municipalities entirely unprotected except for an occasional inspector from the State Motor Vehicle Department.
>
> Northern New Jersey is the gateway for practically the whole U. S. excepting portions of New York and the New England States. Great crowds of New York motorists cross the ferries into New Jersey and travel our highways, many of which are entirely incompetent and reckless and according to existing laws may do so without a drivers' license, provided there is a license somewhere in the family. While in or near a municipality they may drive in accordance with the law but out in the open country they usually 'open her up.' If for no other reason than to regulate this injustice to the New Jersey motorists, I favor a uniformed State police and I believe such an organization would lessen the unusual number of highway crimes."

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following news items have been chosen as having a bearing on the Bergen County police problem:

New York Times. *May 13, 1916.*

"Officers of the Erie Railroad have sent telegrams to Judge William Seufert, Prosecutor Wendall J. Wright and Sheriff Robert Conklin demanding protection for the railroad property in Bergen County, following the attempt made yesterday to wreck the Chicago Limited at Ferndale. Ferndale is near Bergen County line.

"The Erie officers say that they are unable to cope with the situation with their special police and detectives. Under Sheriff Robert N. Heath went to Hawthorne with a number of Deputies and will swear in more tomorrow.

"They patrol the tracks north of Ferndale in Bergen County."

New York American *January 12, 1917.*

NORTHERN JERSEY ROCKED BY EXPLOSION.

"Early in the excitement some of the Jersey authorities suggested sending over a detachment of New York police. Chief Inspector Schmittberger said he couldn't send police over, but he would send surgeons and nurses if needed.

"Many of the hundreds of surgeons and nurses on Commissioner Wood's emergency list were located by telephone and held themselves in readiness if needed."

ARREST 13 FOR LOOTING.

"Up to 10 o'clock thirteen arrests were made for looting. Sheriff Courter, of Bergen County, issued orders to the officers on duty to shoot any one caught looting. Similar orders were given by Mayor Clay, of Union Township."

6—Opinions of Governmental Officials

Former Prosecutor WENDEL J. WRIGHT.

Mr. Wright says. "The county of Bergen on account of its wealth, size and location, is in great need of a State police force. It would be very valuable in preventing crime and detecting criminals. The present force is inadequate and inefficient. With the exception of four or five police officers, the force is as valuable as a blind dog would be for watching."

Former Sheriff ROBERT N. HEATH.

Mr. Heath was responsible for the attempt to organize and train the local constables. Speaking for Bergen County alone, he says he feels that his system will solve their local problem. Mr. Heath deems it essential that the county police officers should be thoroughly familiar with the people and conditions of the township. For this reason he thinks trained constables may be made to be effective.

SHERIFF AND PROSECUTOR.

Both the present sheriff and the present prosecutor declare they have been in office too short a time to be thoroughly conversant with the Bergen situation and to have an intelligent opinion as to the need for a State police.

Chief of Police of Hackensack, JACOB DUNN.

Chief Dunn does not think there is need for a State police in so far as the strike situation is concerned. Hackensack, he says, has not had a strike in the last ten years which was not within the easy control of the local police force. There is never any trouble so long as the I. W. W. agitators from without the town can be excluded.

Commissioner of Police at Edgewater, J. J. KENNEDY.

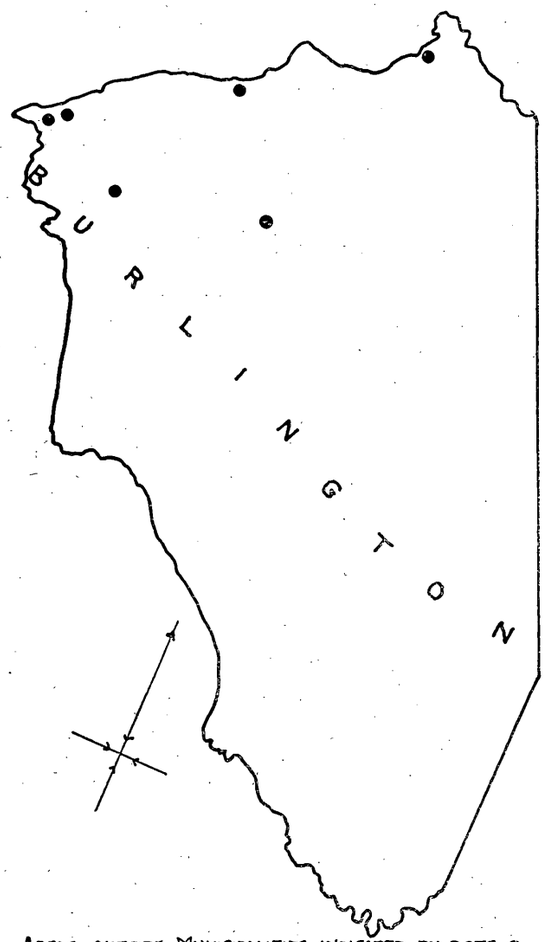
Commissioner Kennedy does not think that the State police would be needed at Edgewater now. The present police force he believes is sufficient now to handle any strike, in view of his experience in the last few strikes. He thinks, however, that there would be need for a State police in other parts of the county where towns are smaller and the police forces small.

(*a*)	Forest Fires.	Embryo Fires.	Acres Burned.	Loss to Forests & Other Property.
Franklin	7	2	344	$393
Hohokus	3	5	365	330
Montvale (Boro.)	2	2	48	50
Oakland (Boro.)	3	3	168	195
Park Ridge (Boro.)	2	4	25	35
Ridgefield (Boro.)	1	..	8	10
Woodcliffe Lake	4	3	82	160
Total	22	19	1,040	$1,173

7—Summary

It appears the greatest need of Bergen County for better police protection arises out of the position of the county. Being a suburban county and lying in close proximity to many centers of industry and population, its most pressing need is for a centralized county-wide or state-wide agency that can effectively protect it against inter-county and inter-state criminals. The riot problem, while it does not compare with the Passaic or Hudson problem, is nevertheless of sufficient importance to raise a doubt whether the local forces can manage emergencies. The foreign problem and the problem of suburban crime have assumed no inconsiderable proportion.

BURLINGTON COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in six municipalities. The remaining unpatrolled area contains 76% (or 57,007) of total population and 72% (or $18,267,360) of all devastable property in the county.

105, or 19.7% of all criminals indicted during 1912-1915, have become fugitives.

69% of complaints of crime are from rural areas.

Grand Jury says that for every 20 crimes committed only 1 is punished.

Forest fire loss in 1915 was $88,431.

Grand Jury has asked the legislature for a State Police Rural Patrol.

The present prosecutor and his predecessor both strongly favor a State Police.

1—The Geographical and Sociological Nature of the County

Burlington county is a large triangular county reaching from Trenton to Philadelphia along the Delaware River side and across the State to the Atlantic Ocean on the other side. It has the largest area of any county in New Jersey (869 square miles) and is almost forty-five miles long, east and west, and twenty-five miles, north and south. It had a population of 66,565 in 1910, of whom 3454 or about five per cent. were then foreign, but of whom a larger per cent. are now foreign. The foreign population is scattered largely along the Delaware River between Trenton and Philadelphia. Many of these people are Italians and give no little annoyance to the residents of Burlington County. The county is so situated that it catches all of the desirable and undesirable travel between Philadelphia and the north and much of that from northern and southern points to Atlantic City. While the western part of the county contains a string of manufacturing concerns, the interior and eastern part is largely farming and forest land. There are many cranberry bogs which employ foreign help during the picking season. The county is large and the railroad service is so inadequate that it is not easy to get over the county quickly.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigators William P. Ahmuty and Clarence Ludwig and from correspondence with officials and the public generally.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

The only police patrol protection in the county is that afforded the residents living within the bounds of the six leading municipalities as follows:

Mount Holly has a force of four men.
Moorestown has a force of two men.
Burlington has a force of two men.
Bordentown has a force of four men.
Riverton has a force of one man.
Palmyra has a force of one man.

The patrol forces of these municipalities have no responsibility for, and in fact, no jurisdiction over, crime within the county and outside their own municipal limits.

2. COUNTY.

There is no police patrol in the county outside of these small policed municipalities. The remainder of the county, embracing much over 700 of the 869 square miles in the county, is dependent entirely for protection upon the overworked county detective in the office of the Prosecutor of the Pleas, and the Deputy Sheriff. These men are quartered at Mt. Holly and make no attempt to do other than answer to the most urgent of the complaints which are turned in to them in the form of requests. The constable system has proved itself inadequate and is admittedly farcical. There is, then, no deterrent police patrol in the county with the exception of that within a few small municipalities. (*a*)

3. PRIVATE.

The protection afforded by the county has proved so inadequate at times, especially along the Delaware, that private companies have had to hire private policemen. It has not been possible to get, however, an accurate estimate of the amount of such protection it has been necessary for the people to procure.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

It is not an easy task to indicate the amount of crime that goes unpunished in Burlington County. In a general way an estimate may be made of the number of recorded crimes that go unpunished, by noting the differences between the number of complaints which are sent to the Prosecutor of the Pleas and the number of complaints which materialize either into Grand Jury indictments or Special Sessions and also by noting the difference between the number of Grand Jury indictments and the number of those indicted who are apprehended. There is, besides these two indicators of recorded crimes which go unpunished, a large amount of unpunished crime which is never reflected in the county records.

a. Crimes for which there is no record.

It was estimated by the Prosecutor of the Pleas of Burlington county, Mr. Jonathan H. Kelsey, that about one-third only of the crimes of that county is reflected in the records. It is not possible, therefore, to tabulate the remaining two-thirds of the crimes in Burlington County. The Prosecutor contends, moreover, that the great majority of these unrecorded crimes occur in rural sections and consist of produce stealing and larceny in general. (*b*)

b. The number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

One of the most effective methods by which to calculate the amount of recorded crime which goes unpunished is to determine the number of formal complaints which are sent to the Prosecutor of the Pleas and which fail ever to materialize either into Grand Jury indictments or Special Sessions. This study showed that after making some discounts for these indictments for which there is no complaint, indictments which could not be found because of refusal of complainant to appear before the Grand Jury, and the number of complaints for which there was sufficient evidence to indict, but where the Grand Jury refused to indict, the outstanding reason for the failure of complaints to materialize into indictments or Special Sessions has been a lack of sufficient or proper evidence to indict the criminal represented by the complaint.

The records of complaints for Burlington County for the period prior to the incumbency of the present prosecutor were, for some reason, inaccessible. Between April 1915, however, and November 1916, there were a total of 825 formal complaints entered and something over one-half of these complaints have materialized into Grand Jury indictments or Special Sessions. It must be assumed that the remaining complaints during the last year and one-half, represent the known crimes which have gone unpunished. The county Prosecutor of the Pleas and the county detective themselves say that this unpunished crime is due to the lack of patrol police protection, such as a State police would afford.

c. The number of criminals indicted by the Grand Jury but never apprehended.

It is significant to find that in Burlington County, during the last year and one-half (April 1915 to December 1916) there have been thirty (30) fugitives. (*a*) This represents the number of criminals against whom Grand Jury indictments stand who have not been apprehended. (*b*) But in addition to this number there are seventy-five fugitives (22 in 1911, 11 in 1912, 12 in 1913, 17 in 1914 and 13 in 1915) which show in the Grand Jury indictment records. This makes a total of one hundred and five (105) indicted criminals who have escaped apprehension in Burlington County during the last five years. The seriousness of this situation and the crime which it is breeding need no comment.

The records of county detective Ellis H. Parker show that each year the equivalent of about fifty thousand dollars ($50,000) is taken from Burlington County by criminals who go unapprehended along the western border of the county. (*c*)

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

The opinion of the officials of Burlington County seems unanimous that the sheriff-constable system is antiquated and

(*a*) Conferences with Prosecutor of the Pleas, Jonathan H. Kelsey, and County Detective Ellis H. Parker, by Mr. Garrett.
(*b*) Conferences with Prosecutor Kelsey by Investigators Garrett, Ahmuty and Ludwig.

(*a*) Fugitives in Burlington Co., Apr. Term, 1915, to Dec. Term, 1916.

Desertion	Bordentown
Assault—intent to kill	Cinnaminson
Illegal sale of liquor	Northampton
B. and E.	Cinnaminson
Neglect of family	Chester Township
Embezzlement	Riverside
Fraud (Hotel Bill)	Northampton
Larceny	Bordentown
Larceny	Rancocas Park
Assault	Florence
Larceny	Florence
Forgery	Mt. Holly
Embezzlement	New Hanover Township
Affray (6 defendants)	Burlington Township
Assault	Riverside
Forgery	Cinnaminson
Seduction with promise	Mt. Holly
Larceny	Mansfield
Larceny	Mansfield
Embezzlement	Mansfield
Larceny	Palmyra
Desertion	Burlington
Highway Robbery	Pemberton Township
Larceny	Southville
Rape	Florence
Two murder cases	Shamong
Larceny	New Lisbon
Seduction	Roebling
Disorderly house	Mansfield

(*b*) Taken from record of the Prosecutor of the Pleas
(*c*) Facts brought out at a conference between Mr. Parker and Mr. Garrett.

is failing grossly to cope with the present day police problems of the county. The numerous constables scattered throughout the county work upon a fallacious fee system and since they never attempt even to apprehend crime except when pulled out and set upon each particular case, it is evident that they do not deter crime effectively. The majority of the constables are ignorant and cannot be relied upon to collect evidence.

The line along which the sheriff-constable system manifests the greatest break-down is in its failure to secure adequate evidence. The office of the Prosecutor has lost many cases because it has not had adequate means through which to gather evidence. In dealing with foreigners it is important and essential that the evidence be taken immediately after the commission of the crime and while the complainant is still maddened by his injury. The delay of a few days frequently blocks all possibility of securing sufficient evidence to indict because the complainant either will usually have cooled of his anger and forgiven the criminal or been bought off by the criminal or his friends. These reasons make it very difficult to gather evidence from the complaining witness after a delay. It is apparent that for this type of work it is important that the officers be men who are constantly attentive to their tasks and not simply farmers and laborers subject only to emergency calls.

The type of annoyance most prevalent in Burlington County, moreover, is thefts of farm produce, a product which is not easy to identify after even a brief delay.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes in This County.

Without attempting to measure the amount of crime for which there is no record or that which is reflected only in the city records and is therefore, probably urban, the volume and nature of the other recorded rural crimes are reflected in the complaints, Grand Jury indictments and Special Sessions cases.

a. Complaints.

Eight hundred and twenty-five complaints have been entered formally to the Prosecutor of the Pleas in the last year and one-half (from April 1915 to November 1916). (*a*) A tabulation of 453 of the most important of those complaints showing the crime against which the complaint was made and the showing whether it was committed in an urban or rural section, is given below. (*a*)

b. Grand Jury Indictments.

During the last five years (1911-1915) there have been five hundred and thirty-one Grand Jury indictments entered against different persons for various crimes committed in Burlington County. A tabulation of these crimes and the section of the county in which they were obtained, whether urban or rural, is here given. (*b*)

(*a*) This tabulation and segregation was made from the Prosecutor's records at Mount Holly by Investigator Ahmuty.

Serious formal complaints to Burlington County Prosecutor from April, 1915, to November, 1916.

	City	Township	Borough	Total
Atro. A & B int. to kill..	4	20	6	30
Adultery	5	3	1	9
Arson	..	2	..	2
Abduction	..	2	..	2
Burglary	7	10	2	19
Breaking and Entering..	11	17	4	32
Breaking and Entering—Attempt	1	1	..	2
Carrying Concealed Weapons	7	7	1	15
Carnal Abuse of Inft.	..	2	1	3
Chicken Stealing	1	10	2	13
Disorderly House	4	6	3	13
Bigamy	..	1	..	1
Desertion	3	6	..	9
Embezzlement	5	6	..	11
Forgery	4	..	..	4
Fornication	..	4	1	5
Larceny	56	96	22	174
Horse Stealing	..	1	..	1
Horse and Wagon Stealing	..	1	..	1
Illegal Selling	2	11	..	13
Incest	1	..	..	1
Lewdness	..	4	..	4
Larceny and Rec.	..	2	..	2
Gambling	4	4	1	9
Rape	1	7	1	9
Robbery	3	3	1	7
Seduction	4	2	..	6
Threats	2	7	1	10
Rec. Stolen Goods	3	5	..	8
Perjury	1	1	..	2
Highway Robbery	2	4	..	6
Mal. Mischief	2	12	3	17
Conspiracy	1	..	..	1
Murder	..	2	..	2
False Pretenses	2	4	..	6
Extortion	1	..	..	1
Fraud	1	..	..	1
Kidnapping	..	1	..	1
Manslaughter	..	1	..	1
Total	138	265	50	453

SUMMATION OF COMPLAINTS.

Urban	138
Rural	315
	453

(*a*) It is not possible to get the complaints prior to April, 1915, in Burlington Co.

(*b*) This tabulation was compiled by Investigators Ahmuty and Ludwig at Mount Holly from the county records.

BURLINGTON COUNTY GRAND JURY INDICTMENTS.

	1911	1912	1913	1914	1915	Total	City	Boro.	Twns'p	Unac. for	Total
Assault	3	10	6	1	2	22	6	3	10	3	22
Assault and Battery	9	5	21	14	11	60	38	3	19	..	60
Atro. A. & B.	4	5	9	7	..	25	9	1	13	2	25
Adultery	..	1	1	1	..	3	..	..	3	..	3
Arson	..	..	2	2	..	4	3	..	1	..	4
Auto Stealing	..	1	..	1	..	2	1	..	1	..	2
Asslt. Int. Car. Abuse	..	1	..	..	..	1	..	..	1	..	1
A. & B. Int. to Rape	..	..	1	..	..	1	1	..	..	..	1
Asslt. Police Officer	2	2	..	1	..	5	4	1	..	..	5
Attempted Breaking and Entering	..	..	..	1	..	1	1	..	..	..	1
Abortion	1	..	..	..	..	1	1	..	..	..	1
Assault Intent to Kill	2	1	1	4	1	9	5	..	4	..	9
Breaking and Entering	1	7	5	9	3	25	16	2	5	2	25
Bigamy	..	..	1	..	..	1	..	..	1	..	1
Carrying Concealed Weapons	1	2	2	..	3	8	8	..	..	..	8
Chicken Stealing	1	1	2	..	..	4	..	1	3	..	4
Conspiracy	..	1	..	..	1	2	1	1	..	..	2
Disorderly Houses	6	2	..	..	1	9	5	..	2	2	9
Driving Without License	1	..	..	..	..	1	1	..	..	..	1
Embezzlement	3	1	7	4	8	23	14	1	5	3	23
Election Law Violations	24	..	25	..	..	49	14	1	34	..	49
Extortion	..	..	2	..	1	3	2	..	1	..	3
Escape	..	..	..	..	1	1	1	..	..	..	1
False Pretenses	11	3	2	2	2	20	15	2	3	..	20
Forgery	6	8	3	1	4	22	13	..	6	3	22
Fornication	..	..	..	..	1	1	..	..	1	..	1
Gambling	1	..	..	..	1	2	2	..	..	..	2
Illegal Selling and Disorderly House	13	4	10	1	22	50	23	1	20	6	50
Incest	..	..	..	..	1	1	1	..	..	..	1
Indecent Assault	..	..	1	..	4	5	3	..	2	..	5

Libel	..	..	..	..	2	2	..	..	2	..	2
Larceny	28	5	6	14	8	61	35	1	23	2	61
Larceny, Grand	..	..	2	..	..	2	1	..	1	..	2
Larceny and Rec'g	..	..	2	7	4	13	3	..	10	..	13
Lewdness	4	..	..	2	2	8	5	..	3	..	8
Malicious Mis.	2	3	..	1	1	7	2	..	4	1	7
Manslaughter	..	1	2	..	..	3	..	..	3	..	3
Murder	2	..	1	2	..	5	2	..	3	..	5
Non-Support	4	1	3	15	4	27	17	..	6	4	27
Obstructing Trolley	..	..	1	1	..	2	2	..	..	..	2
Rape	5	..	1	..	6	12	3	1	5	3	12
Robbery	..	..	..	..	2	2	2	..	..	..	2
Receiving Stolen Goods	1	3	..	5	1	10	5	1	2	2	10
Sodomy	1	..	..	..	1	2	2	..	..	..	2
Seduction	..	..	..	1	3	4	2	..	1	1	4
Selling Lottery Tickets	1	..	..	..	..	1	1	..	..	..	1
Threats	..	..	4	..	..	4	2	..	2	..	4
Riot	..	..	..	..	1	1	..	..	1	..	1
Practising Medicine Without License	3	1	..	..	..	4	2	..	2	..	4
	140	69	123	97	102	531	274	20	203	34	531

c. Special Sessions Cases.

A record has been compiled and is here submitted of the cases which have come before Special Sessions for each of the last five years (1911-1915 inclusive). (*a*)

BURLINGTON COUNTY—SPECIAL SESSIONS CASES.

	1911	1912	1913	1914	1915	Total
Assault	5	3	6	1	2	17
Assault and battery	15	18	21	12	14	80
Atro. assault and battery	1	..	8	3	2	14
Adultery	..	2	1	3	2	8
Attempted suicide	..	..	..	2	2	4
Arson	3	..	..	..	..	3
Auto stealing	1	..	1	..	..	2
Assault and battery, intent to rob	..	..	2	..	..	2
Assaulting police officer	..	..	..	1	1	2
Attempt poison well	..	..	1	..	..	1
Attempted breaking & entering	2	..	..	2	2	6
Assault, intent to kill	..	2	2	2	5	11
Attempted arson	..	..	..	..	2	2
Burglary	3	3	2	4	4	16
Breaking prison	..	1	1	..	..	2
Breaking and entering	12	13	3	15	10	53
Bigamy	..	..	..	1	..	1
Barn burning	1	..	..	1	..	2
Carrying concealed weapons	1	4	1	5	5	16
Carnal abuse of inf.	1	..	..	1	..	2
Chicken stealing	..	..	..	3	..	3
Disorderly house	2	..	1	4	1	8
Desertion	7	1	3	2	3	16
Embezzlement	3	2	3	1	..	9
False pretense	6	2	4	1	1	14
Forgery	4	2	1	1	1	9
Gambling	1	4	2	..	1	8
Highway robbery	..	..	1	2	..	3
Horse stealing	2	..	2	..	2	6
Horse and wagon stealing	..	1	1	..	..	2
Incorrigible	1	..	..	..	..	1
Illegal selling and disorderly house	..	..	1	2	1	4
Incest	1	..	..	..	1	2
Incite to riot	1	..	..	..	..	1
Indecent assault	..	..	1	1	..	2
Larceny	37	35	27	35	40	174
Lewdness	3	3	..	..	..	6
Malicious mischief	..	..	1	..	3	4
Non-support	..	1	..	..	..	1
Rape	..	..	..	..	1	1
Robbery	..	..	..	1	6	7
Receiving stolen goods	1	1	1	2	6	11
Sodomy	..	..	..	2	..	2
Stealing	..	1	..	1	..	2
Threats	..	..	4	3	2	9
Perjury	..	1	1	1	..	3
Totals	114	100	104	118	129	543

2. The Amount of Rural Crime.

The greatest police problem confronting Burlington County is the amount of rural crime which there obtains and for which there seems no preventative under the present system. It is significant and surprising to note that a tabulation of the complaints against the thirty-nine most important crimes shows that the great majority come from the rural sections where there is no patrol protection. The table shows that 315 of the 453 complaints recorded were from rural sections of the county where there is no patrol protection and that only 138 were from urban sections where there is such protection.

Mr. Ellis H. Parker, who has been county detective for twenty-two years, estimates that at least $15,000 of farm produce alone is stolen from Burlington County farmers each year. (*a*) He further says that there are from ten to fifteen informal and formal complaints and requests, largely from rural sections, sent in to him each day. Both the prosecutor and his detective state that the crime is greatly on the increase and is working further inland each year. (*b*) The prosecutor receives hundreds of requests, some of which amount almost to demands, from farmers for additional protection. A large number of the farm produce and fruit thefts are traceable directly to a "riff-raff" element which comes from Philadelphia and Camden in hired wagons or up the Delaware in boats to haul away truck.

(*a*) This tabulation and segregation was made from the records of the court at Mount Holly by Investigator Ahmuty.

The county officials are emphatic in their belief that the large amount of rural crime in Burlington County is of such a nature as would be largely eliminated under the deterring influence of a State police patrol.

There often arise problems of rural crime which are perpetrated by criminals who make it their practice to roam from one county to another.

This type of problem is especially annoying to a busy county detective. "He is inclined," Mr. Parker says, "to cease his chase at the county boundary." (*c*) A well known instance of this sort of problem is that of one Joseph Thomas, who stole sixteen horses and burned $25,000 in barns in Burlington, Monmouth and Ocean Counties. On the day that the investigator called to interview Mr. Parker, it happened that the sheriff from a certain county in Maryland, had come up to Burlington and other New Jersey counties in chase of a man who had stolen twenty-five horses in Maryland and had brought them north to sell. Mr. Parker said that he would be compelled by courtesy to give up at least two days of his time running over the lower section of New Jersey in search of evidence of this thief. It was contended that problems of this character could manifestly be more expeditiously handled by a State police.

A letter from Mr. H. F. Hall, Superintendent of the Campbell's Soup Farms, states that:

> "In Cinnaminson Township, N. J., where we operate farms, there is an inexcusable amount of crime. There is no protection whatever for women and children. We are of an opinion that an investigation would show the number of murders committed during the last few years is out of proportion to the population." (*d*)

During the summer of 1915 a group of five or six Italians came in an automobile from Philadelphia to the cranberry bog of J. J. White, Inc., in Pemberton Township, held up and robbed a woman of twenty-three hundred dollars ($2300). This robbery was not even reported to the Prosecutor's office until about five hours after the incident.

The most recent instance, perhaps, which would seem to bespeak the need for additional protection, occurred on October 5, 1916. A well-known cranberry grower, Mr. A. J. Rider, together with his daughter, brother, and Mr. J. N. Rigby, were driving along the Atlantic County road near Atsion, en route to the bogs to pay about four thousand dol-

(*a*) Statement made by Mr. Parker to Investigator Garrett.
(*b*) Ibid.
(*c*) Statement made to Mr. Garrett.
(*d*) Dated November 24, 1916.

lars ($4000) in wages to the pickers. They were assaulted by several Italians with intent to rob and Mr. Henry Rider was ruthlessly murdered. These Italians, supposedly the same that have perpetrated other crimes in the county, have not all been apprehended.

One of the significant indications of the need for additional rural protection is that the farmers have deemed it necessary to form the Mt. Laurel Protective and Pursuing Society to prevent thieving of farm produce and chickens. Each of the one hundred and fifty members pay a fee each of from fifty cents to one dollar per year. When a case of theft is reported the farmers quit work and pursue the criminal.

The Burlington County Farmers' Exchange considered the problem of the State rural police at its meeting in Mount Holly in November, 1916. They voted in favor of the general need and principle of a State police but made no definite commitment relative to the size and districting. (*a*)

3. The Foreign Problem of the County.

It is estimated that two-thirds of the county crime in Burlington is traceable to the foreign settlements located along the Delaware River. This element is especially troublesome to the adjoining farm regions. (*b*)

4. Riots in the County.

Burlington County has not suffered much from riot violence. One of the most conspicuous accounts given by the Bureau of Statistics for New Jersey for this county is that relative to the riot occurring during the strike of two hundred track laborers employed on the Pennsylvania Railroad between Deans, N. J. and Bristol, Pa., on March 3, 1913. The official State report gives in part the following account:

"Disorder on the part of the strikers broke out in several places, but the most serious demonstrations of this kind occurred in Roebling, N. J., where on March 12th, several passenger trains were stoned while passing a bridge by a large crowd of strikers, and later in the day an attack was made by a large crowd of foreigners on a work train, of which, after driving off the crew, they retained possession until attacked by deputies and strike breakers and driven off after a determined struggle. The strikers made a determined fight, during which crowds of women from the nearby villages of Roebling and Kinkora, shouted encouragement to them. Firearms were freely used by both sides and the strikers were finally driven off after several of them had been wounded. The company had by this time secured as many English speaking laborers as were required to take the place of all the strikers. These were quartered in box cars, in which more or less crude accommodations had been provided for sleeping. The new men were paid $1.85 per day and board." (*c*)

5. The Forest Fire Problem in the County.

There were thirty-four (34) forest fires and twelve (12) embryo fires, causing a loss of $13,555 in Burlington County in 1914; and there were thirty-two forest fires and six embryo fires, causing a loss of $88,431 in Burlington County in 1915. (*a*)

	Forest fires.	Embryo fires.	Acres burned.	Loss to forests and other property.
Bass River	2	..	690	$200
Evesham	4	..	1,625	3,075
Medford	4	..	870	2,795
New Hanover	1	..	5	5
Pemberton	4	..	590	590
Shamong	4	1	1,130	1,180
Southampton	2	..	50	50
Tabernacle	4	2	2,561	4,700
Washington	3	2	33,019	69,026
Woodland	4	1	6,810	6,810
Totals	32	6	47,350	$88,431

(*a*) Letters from Mr. F. S. Herr, Sec. of the Burlington County Farmers' Exchange, Mt. Holly, and dated November 9, 1916.
(*b*) Conference between Prosecutor Kelsey and Investigator Garrett.
(*c*) Report of Bureau of Statistics of New Jersey for 1913, p. 291.

These fires were caused generally by brush burning, smoking, and sportsmen, and occurred in the interior and eastern sections of the county.

6. The Enforcement of the Fish and Game Laws.

The enforcement of the Fish and Game Laws in Burlington County is trusted to a State Fish and Game Warden who patrols the county on a motor cycle. Burlington is one of the most prolific of the deer counties and it is significant that during the deer season of 1914 (the four days preceding October 31st) there were 24 bucks killed in that one county.

7. The Enforcement of the Road Law.

Inasmuch as Burlington County contains the main roads of travel north and south, between Philadelphia and New York, and east and west, between Philadelphia and Atlantic City, there is naturally a great deal of traffic through the county. Speeding and "joy-riding" are very common and a great deal of it goes wholly unchecked.

5—Newspaper and Letter Clippings on the County Police Problem

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. A compilation has been made, therefore, of representative editorials and news items bearing on the police problem in Burlington County.

New York Times. *March, 12, 1913.*

Railroad Strikers Fire at Deputies.

"Several striking section men are believed to have been wounded in a riot at Roebling Station on the Pennsylvania Railroad this afternoon when sixty strikers attacked a work train, drove off thirty strike-breakers and guards, and held possession until they in turn were driven out by railroad Deputy Sheriffs in a battle in which at least 200 shots were exchanged. As the mob retreated down the river road before the deputies' revolvers, several men were seen to be limping and others were helped along by their companions.

"Disorder broke out again shortly before 6 o'clock this evening, when passenger trains were stoned while passing a bridge near Roebling. Sheriff Jordan, who had just sworn in thirty-seven deputies at Bordentown, and was hurrying to Burlington, was a passenger on one of the trains thus attacked. The Sheriff sent a detail of police back to arrest the gang. He said he believed those who participated in the attack were mostly young hoodlums and not actual strikers.

"Ten strike leaders were captured this afternoon, among them Lecarte Degrosse, who, it is alleged, opened the battle by firing point blank at Robert Bankey of Camden, leader of the deputies. The bullet scraped the crown of the deputy's hat and was the signal for an immediate opening of hostilities. The strikers, most of them Italians, and all in an ugly mood since they were paid off and discharged by the railroad company, drew revolvers and knives. Only the fact that the Italians were poor shots and that the deputies at first shot only to scare their opponents prevented bloodshed on the work train and among the big crowd that watched the battle."

(*a*) Reports of Department of Conservation and Development for 1914 and 1915. The last report (1915) of the Department shows on p. 59 a segregation of fires by location and loss to forest and other property.

New York Times. *October 5, 1916.*

Girl Drives Auto With Uncle Dead and Father Shot.

"Facing a fusillade of pistol bullets, three of which struck her, Mrs. Elsie R. Smathers, daughter of A. D. Rider, of this place (Hammonton N. J.), drove her automobile today through a dozen highwaymen who attempted to hold up the car in a lonely stretch of the road. The plucky woman's uncle, Henry D. Rider, of Howell, Mich., was killed in the seat beside her, and her father was shot twice in the face before the speeding car carried them out of range. The most seriously injured member of the party was the chauffeur, J. M. Ridgely, who was wounded seven times as he stood erect on the back seat and returned the fire of the robbers.

"Evidence obtained by the police goes to show that the hold-up had been carefully planned. The robbers are believed to be Italians employed in the cranberry bogs in this vicinity, who knew that the Rider party was carrying $4000 to meet the semi-monthly payroll of 300 cranberry pickers. Mrs. Smathers's quick action in accelerating the motor when the gang ordered her to halt, saved the money. Word of the tragedy was telegraphed to detectives in Philadelphia and Camden, and men were posted at all ferry and railroad terminals in an effort to catch the criminals.

"A. D. Rider is president of the New Jersey Cranberry Growers' Association, and because of his great holdings in bogs hereabouts, he is known as the 'Cranberry King.' Throughout the picking season it has been his habit to take the wages of his workers to them personally, usually accompanied only by his chauffeur. This afternoon Mr. Rider decided to give his visiting brother a view of the cranberry property and invited him to go along together with Mrs. Smathers.

"The highwaymen scattered, and tonight the woods and bogs were being scoured by posses from Mt. Holly and Burlington, nearby towns. An organized pursuit was started by County Detective Ellis Parker and Prosecutor Jonathan H. Kelsey of Burlington, who heard of the hold-up at the Mount Holly fair grounds shortly after it occurred. Only a meagre description of the robbers could be given by Mrs. Smathers. She caught only a glimpse of the men as the motor sped by them.

"Giuseppi Russo and Millie De Marco were arrested in the Italian district of Philadelphia late tonight in connection with the hold-up. Frank Vesera and Frank Ladona are being held as material witnesses."

Trenton, N. J., October, 1916.

"Acting on the request of Prosecutor J. H. Kelsey, Governor Fielder has offered a reward for the arrest of each of the nine or ten persons implicated in the attempt to hold up A. J. Rider, the 'Cranberry King.' "

Paterson Guardian. *June 14, 1913.*

Opposition to State Police.

"But if the State Gazette can find praise for a motorcycle police force in the city running down auto speeders, will it deny the right of the people in the country the same opportunity for catching the law violators? In the same editorial where the motorcycle officers of Trenton are praised, the Gazette goes on to say:

"In the outskirts of Burlington last Sunday, a swiftly moving automobile ran into a group of boys on bicycles, striking one of them with such force that he was thrown fifty feet and instantly killed. The murderer quickened his pace and ran away from his crime. The chances are that he will never be discovered."

New York Tribune. *October 13, 1916.*

N. J. Constabulary Wanted.

"Establishment of a State constabulary is urged upon the legislature in a presentment of the October Grand Jury to the Burlington County Court, following the recent attack by Italian bandits upon the automobile in which A. J. Rider, the 'Cranberry King,' was visiting his bog near Atsion to pay off his pickers. The bandits shot Rider, killed his brother and shot and wounded his daughter, Mrs. Elsie Smathers, and another man."

6—Opinions of Governmental Officials

A canvass of the opinions of the county officials of Burlington County shows an unusual unanimity of opinion in favor of the establishment of a State police. No official expressed an opposition to such a system and the Prosecutor of the Pleas, Jonathan H. Kelsey, his predecessor, Samuel A. Atkinson, the County Detective Ellis H. Parker, the Sheriff, William H. Stecher, and the twenty-three members of the Burlington County Grand Jury all urge strongly the establishment of a State police system.

The *Prosecutor of the Pleas,* Mr. Jonathan H. Kelsey, made the following written statement relative to the need for a State police in Burlington County:

"The advisability of a State police has been brought forcibly to my attention since my appointment as Prosecutor of the Pleas in April, 1915. In order to fully comprehend my reasons, it would be well for you to take a map of New Jersey which shows the location of Burlington County. Along the Delaware River you will notice that the county thoroughfares consisting of improved stone roads extend from Camden County through Burlington County in diverse directions. Two or three roads I might call particularly to your attention, one from Camden County skirting along the Delaware River to Trenton, another from the Camden County line through Mt. Holly to Lakewood, Long Branch, Lakehurst and Toms River the other from Camden County by way of Medford to Atlantic City. The interior of Burlington County consists, with the exception of a few small towns, of woodlands and farming districts.

"Burlington County being situated between Philadelphia on one side, Trenton on the other side and the seaside resorts on the other side, the traffic is very heavy at all times of the year. Excepting in the cities along the Delaware River, Moorestown and Mt. Holly, where there is some police protection, there is no protection whatever excepting the constables in the various townships. I might call forcibly to your attention the position of a constable in a township. They are generally elected or appointed by the Township Committee; they are entirely without training whatever and if paid a salary it is very meagre and in most cases they depend entirely upon the fees. It necessitates their having some outside employment. They are in some cases, more or less familiar with the roads in their immediate vicinity. It has been my experience in a number of cases where crimes have been committed that the constable could not be located and the various municipalities have had to telephone to the County Seat of Sheriff for assistance. Considerable time usually elapses and with the various improved roads throughout the sections, the guilty parties have made a clear getaway.

"It has been a custom for a number of years, I am informed, and this custom is increasing quite a lot during certain periods of the year, for offenders to come out from Philadelphia or other surrounding towns, with boats and in some cases autos going to the farming sections at night, robbing the farmer of his fruit and crops and taking it to the cities. These

cases are numberless in the trucking season and in two or three instances the parties have been captured. Numerous complaints have been made by farmers and petitions have been presented to me asking for some police protection, but it is impossible for me to grant their requests.

"In the wooded sections of the interior of Burlington County are large cranberry bogs. At certain seasons of the year large numbers of employees are hired to work on the bogs. These sections are absolutely without any police protection. Most of the labor employed on the bogs are foreigners, consisting almost entirely of Italians. This last summer some five or six Italians in an automobile came from Philadelphia to the cranberry bog of J. J. White, Inc., in Pemberton Township, held up and robbed another Italian woman of some $2300. This matter was not reported to my department until four or five hours afterward on account of the insufficient telephone communication and the inexperience of the local officers. On October 5th, apparently some of these Italians committed murder and assaulted with intent to rob A. J. Rider, his daughter, his brother and J. N. Rigby, near Atsion on the Atlantic County road. They attempted to rob them of some $4000 which had been taken to the cranberry bogs to pay off the pickers. Three or four of these Italians have been apprehended and are now being held awaiting the action of the Grand Jury.

"I could cite several incidents, but the ones I mention are pretty well known throughout the State. I feel positive that the question of the State constabularly for Burlington County would meet with the unanimous approval of the people of Burlington County.

"Any further information which I can give you which will be of use to you, I will be pleased to give you upon your advising me.

Very truly yours,
(Signed) Jonathan H. Kelsey,
Prosecutor of Burlington County.
New Jersey." (*a*)

Ex-Prosecutor of the Pleas, SAMUEL A. ATKINSON, states that he favors the immediate passage of a law creating a rural State police in New Jersey. "Crime," he says, "has been increasing during the last five years and there is need for some drastic measure to cope with the situation." Mr. Atkinson says that he has no record of the complaints filed with his office but estimates that there were about twelve hundred per year. Many of these were never investigated, as it would have been physically impossible for one detective to do so. (*b*)

The *Sheriff,* MR. WILLIAM H. STECHER, believes that an efficient State police patrol would give more adequate protection to the rural communities and should be established. (*c*)

GRAND JURY ASKS FOR STATE POLICE.

The Grand Jury of Burlington County in October, 1916, drew up a resolution urging strongly upon the legislature the immediate necessity of establishing a State police system. This resolution was signed by all of the twenty-three jurymen and is here printed:

Page 595, Book 1.
Grand Jury, October, 1916.

WHEREAS: The prevalence of serious crime throughout Burlington County has led to consideration of reasonable means to prevent the continuance of depredations. damages and murderous assaults. The problems include the vast territory much of which is sparsely settled with little or no police protection and the consequent difficulty in making successful efforts for regulation or prevention,

THEREFORE: Be it resolved that the Grand Jury recommends to the legislature enactment providing a form of State constabularly which has proven so effective in other Commonwealths where similar conditions have prevailed.

AND WHEREAS: Owing to long continued complaint, particularly from the rural sections, of obtaining money under false pretense, wanton destruction of property, malicious mischief,

RESOLVED: That the declarations and resolutions be filed with the Court, and that the clerk be directed to send certified copies thereof to the representatives of Burlington County in the Senate and House of Assembly.

Signed, D. G. BAIRD,
RICHARD B. ECKMAN, Clerk. Foreman.

Signed.

1. David G. Baird, Beverly City, 2nd Dist.
2. William Frick, Chester Twp.. 1st Dist.
3. Thomas Henry, Beverly City, 2nd Dist.
4. Walter Black, Bordentown Township.
5. Bair Ferguson, Beverly City, 2nd Dist.
6. Harry Brick, Medford Township, East Dist.
7. Alexander Ferguson, Beverly City, 2nd Dist.
8. William B. Ross, South Hampton Township, East Dist.
9. Geo. T Williams, Burlington City, 2nd Ward, 2nd Dist.
10. Isaac Snowden Haines, Burlington City, 3d Ward. 2nd Dist.
11. Clayton Hancock, Springfield Township.
12. Harry K. Cramp, Beverly Township, 2nd Div.
13. Israel W. Garwood, Medford Township, West Div.
14. Charles Stokes, Beverly Township, 2nd Div.
15. Samuel Roberts, Chester Township, 5th Div.
16. Alfred Holloway, Chesterfield Township.
17. Harry Borden, North Hanover Township.
18. Henry H. Albertson, Burlington Township.
19. Nathaniel R. Ewan, Southampton Township, East.
20. J. Fletcher Street, Beverly City, 2nd.
21. Clois W. Snyder, Palmyra Township, 2nd.
22. Thomas Walter Borton, Northampton Township, 4.
23. Peter Carty, Mansfield Township.

The Burlington County Grand Jury through its chairman Mr. D. G. Baird, prepared the following statement for the Bureau of State Research in explanation of its recommendations to the legislature.

"At a recent session of our Grand Jury, a resolution was adopted directing the undersigned, as its foreman, to reply to your letter giving their views as a body which will no doubt serve your purpose as well if not better than individual replies.

"Taking up the items in your letter upon which you desire information, we reply as follows:

(1) "Our county authorities inform us that the proportion between the crimes committed and the criminals apprehended and brought to justice is about 20 to 1, that is to say, that for 20 crimes committed 19 of them go unpunished and this is especially true of the rural districts where the only peace officer is a constable, elected by the people to be sure, but at the same time generally inefficient and unable to cope with any serious matter that may arise, and utterly useless as a preventive of crime. The pay is generally so small that he must get a living in some other occupation, and to that extent he is usually not to be found when he is wanted. Add to this he may be familiar with his own township or district and entirely unfamiliar with adjoining districts. and as is frequently the case, will not leave his own bailiwick upon the theory perhaps that somebody else is paid for that, in fact there is no cohesion between the peace officers of the various townships nor under all the circumstances can there be.

(*a*) Letter dated December 4, 1916.
(*b*) Conference between Mr. Samuel A. Atkinson and Mr. Wm. R. Ahmuty at Mt. Holly.
(*c*) Interview between Sheriff Stecher and Mr. Garrett.

"Our county is very largely a rural section, and, except in the more thickly settled communities along the Delaware River, that have and maintain, strictly within their own boundaries, a measure of police protection, the rest of the county is at the mercy of criminals from the large cities, who in these days of quick transportation by automobile or otherwise, manage to perpetrate all manner of crimes with impunity.

"Our Grand Jury firmly believes that a State constabulary of the kind maintained by the adjoining State of Pennsylvania, should be provided by statute with such regulations as in the wisdom of the legislature may be necessary to afford our rural population a measure of protection. With a State constabulary system properly inaugurated, the apprehension of criminals would in a larger measure, be assured, and this would, in itself, prove an ultimate preventive of much lawlessness.

(2) "In our minds there is a practical unanimity of opinion all over the county as to the wisdom of providing for a State constabulary.

(3) "A resolution adopted by our Grand Jury at a recent session, and presented to the Court, is enclosed herewith.

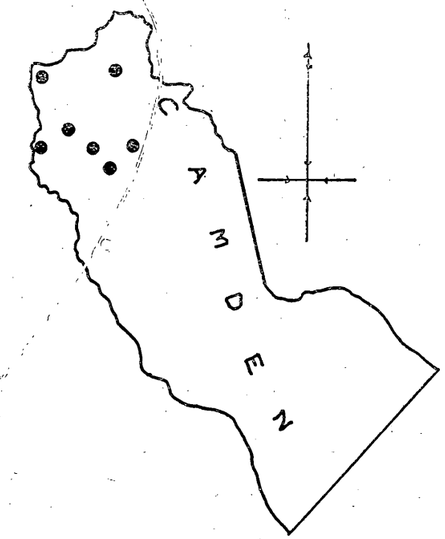
"If the undersigned can aid your Bureau in the way of procuring additional information, please advise."

D. G. BAIRD,
Foreman Burlington County
Grand Jury, October Term, 1916. (*a*)

7—Summary

Burlington County which has the largest area of any county in New Jersey, has a very pressing problem of rural crime by reason of its proximity to Philadelphia, of its being on the main line of travel north and south and east and west and due to the foreign element located along the Delaware River. The sheriff-constable system has not been adequate to cope with the county problem and for its solution the Prosecutor depends entirely upon his one detective. The result is that only the most flagrant of the complaints can be investigated and the others are passed over without attention. There are one hundred and five (105) criminals for the specific arrest of whom Grand Jury indictments have actually been entered, who have escaped apprehension in the last five years. This is to mention nothing of the hundreds of criminals against whom complaints have been entered but no indictment found for lack of sufficient evidence. The Prosecutor of the Pleas, Jonathan H. Kelsey; ex-Prosecutor of the Pleas, Samuel A. Atkinson; County Detective Ellis H. Parker, and the Sheriff, William H. Stecher, all say frankly that the present protection is woefully inadequate and all urge the establishment of a State police.

CAMDEN COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in seven municipalities. The remaining unpatrolled area contains 23% (or 38,775) of total population and 17% (or $12,258,834) of devastable property.

245, or 6.2% of all criminals indicted during 1912-1916, have become fugitives.

1694, or 30.3% of all complaints of crime during 1912-1916, have not resulted in punishment to criminals.

Fire loss in 1915 was $3,670.

The prosecutor favors a State Police.

1—The Geographical and Sociological Nature of the County

Camden County is situated in the central portion of the southern third of New Jersey. It is oblong in shape, and has a frontage of about ten miles on the Delaware River from which it extends inland in a southeastern direction about 25 miles or half way across the State. Its area is 222 square miles and it contains 22 cities, boroughs and townships. By the United States census of 1910 its population was 142,029, of whom 9,402 or 6% were foreign. By the State census of 1915 the population of the county was 163,221;

(*a*) Letter to the Bureau of State Research from the Grand Jury dated December 9, 1916, and signed by the chairman, D. G. Baird.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigators William P. Ahmuty and Gale Pheasant and from correspondence with officials and the public generally.

of Camden City, 102,215; of Gloucester City, 10,554, and of Collingswood Borough, 6,600. The Atlantic City and West Jersey and seashore railroads extend through the greatest length of the county, which is in the main line of travel both by rail and automobile from Philadelphia to Atlantic City. The Pennsylvania Railroad from Camden to New York passes through the northwestern portion. Roughly speaking, 50% of the entire county is covered with forest, the southeastern portion being largely wooded. Except for the urban, industrial, and suburban residential district in the northwest the county is a farming and forest region. An excellent farming section is located in the northwestern portion between the suburban and industrial area and the wooded southeastern portion. Practically the entire water front of the county is opposite the city of Philadelphia.

Three-fifths of the population of the county live in Camden City. It is the seat of several very large factories, among them the Victor Talking Machine Company, employing about five thousand men; the New York Ship Building Company, employing about the same number; the Campbell Soup Company, employing about sixteen hundred, and the Keystone Leather Company, employing about six hundred. Gloucester and other smaller cities in Camden County are also the location of manufacturing plants. The Welsbach Company and Pennsylvania Shipbuilding Company are located at Gloucester. The Lucas Paint Works at Gibbsboro and the Bateman Mfg. Co. (agricultural implements) at Grenloch, are practically in rural districts. Haddonfield and Haddon Heights are residential communities.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

Municipal Patrol exists in
Camden, which has a force of 160 and 8 detectives.
Gloucester City, which has a force of 5 or 6.
Merchantville Borough, which has a force of 4.
Collingswood Borough, which has a force of 6.
Haddonfield Borough, which has a force of 4.
Audubon Borough, which has a force of 2.

The above municipal police protection is practically all embraced within a radius of six miles of the City of Camden.

2. COUNTY.

The remaining section of county stretching 25 miles eastward is normally without protection, except that given by Prosecutor's office through his three detectives. Sheriff Haines never exercises the function of apprehending criminals and the constables are declared "worthless."

3. PRIVATE.

No record of any systems of private police in the county has been found.

3—The Adequacy of the Present Protection

1. THE AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

There is a considerable amount of stealing in the Delaware River section by a riff-raff band from Philadelphia. Automobilists along the main roads from Philadelphia to Atlantic City often take a good deal of produce from the farmers. The body, riddled with bullets, of a Philadelphia real estate man, named McCord, was found on one of the roads in Camden County. One man was indicted, but acquitted. The real murderer was never apprehended, although the Camden and Philadelphia police worked on the case for a long time.

b. Difference between the number of complaints and Grand Jury Indictments plus Special Sessions Cases.

It appears from the annexed table that 5,601 complaints of law violations were made to the Prosecutor of Camden County; that in the five years from 1912-1916, 3,907 or 69.7% of these cases were proceeded against by indictment or prosecution of Special Sessions; that 1694 cases or 30.3% did not result in indictment or Special Sessions prosecution. The question naturally arises why these complaints were carried no further. It is safe to say that in some cases the complaints were of an unfounded character without evidence to support them, that in a few cases the Grand Jury may have failed to return an indictment when the evidence was really sufficient, and that in many other cases there was actual evidence of crime existing but no bill was found or prosecution brought because there were not facilities for securing this evidence. If there is a large number of complaints for which no indictment or Special Sessions prosecution appears, there must have been either a great number of unfounded complaints or a great number of well-founded complaints, as to which evidence could not be obtained through lack of officers for that purpose.

Comparison between combined number of Grand Jury indictments and Special Sessions cases and number of complaints 1912-1916:

	Complaints.	Indictments and Special Sessions cases.	Complaints which did not result in Indictment or Special Session cases. Number.	Per Cent.
1912	1398	744	654	46.8%
1913	1285	835	450	35. %
1914	1144	840	304	26.6%
1915	1080	855	225	20.8%
1916 (a) to Oct. 1....	694	To Nov. 1 633	61	
Total ...	5601	3907	1694	Average for 1912-1916 30.3%

c. The number of criminals indicted by the Grand Jury but never apprehended.

The total number of Grand Jury indictments in Camden County from the years 1912 to 1916 was 3,907. Of this number about 244 were never apprehended. The accompanying table shows the character of the crimes for which these unapprehended persons were indicted.

INDICTED UNAPPREHENDED.

Adultery	1	Illegal selling	3
Assault and battery.....	13	Gambling	2
Atro. assault and battery	10	Fornication	5
Assault and battery intent to kill.....	4	Fake pretenses	12
Bigamy	1	Forgery	8
Breaking and entering..	17	Threat life	2
Desertion	38	Robbery	2
Disorderly house	10	Larceny	64
Embezzlement	20	Murder	4
Carrying concealed weapons	1	Seduction	2
Burglary	2	Statutory rape	1
Conspiracy	1	Rape	11
Carnal abuse of infant..	3	Robbery	6
		Threats to kill.....	1
			244

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

The present sheriff has not exercised the function of apprehending criminals and the constables are said to be practically worthless, giving almost no protection with the exception of a motor cycle patrol by two constables on Saturdays, Sundays and holidays in part of the county. These constables have been very effective in preventing violation of law and controlling crime.

3. THE COST OF THE PRESENT PROTECTION.

The cost of apprehending criminals in Camden County for the years 1911 to November 30, 1916, is shown in the following table:—

	1911	1912	1913	1914	1915	1916
Detective's Salaries, 8 at $1460 each ...	$4380	$4380	$4380	$4380	$4380	$4380
Detective's Expenses	3927.31	1411.79	2116.49	2012.49	3309.15	3189.60
Auto Hire.	531.75	201.25	742.50	1237.75	1200.75	669.25
	$8839.06	$5993.04	$7238.99	$7630.24	$8889.90	$8238.85

This does not include some miscellaneous expenses.

(a) If data were at hand for the entire year 1916 the number of complaints would be much greater, while the number of indictments would be but a little greater.

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIMES IN THE COUNTY.

The two following tables show the number of complaints, Grand Jury indictments and Special Sessions cases in Camden County for the last five years. The complaints total up to 5601 and the indictments and Special Sessions cases to 3907.

a. Complaints.

October, 1912, to October, 1916, inclusive.

	Distribution by Years.						Distribution by Locality.				
	1912.	1913.	1914.	1915.	1916.	Total.	City.	Boro.	Township.	Not Given.	Total.
Assault, Indecent	11	8	12	9	7	47	24	9	13	1	47
Atrocious Assault and Battery	11	29	40	31	41	152	93	18	36	5	152
Assault, Intent to Kill	28	17	15	16	18	94	47	15	30	2	94
Arson	2	1	3	8	3	17	13	1	2	1	17
Abduction	..	..	..	1	..	1	..	1	..	..	1
Assault and Battery	437	442	289	267	183	1618	1110	187	282	39	1618
Adultery	27	37	30	53	34	181	127	21	32	1	181
Absconding	1	..	..	..	..	1	1	..	..	..	1
Abortion	2	..	3	1	..	6	4	..	2	..	6
Burglary	4	24	56	36	17	137	97	11	28	1	137
Breaking and Entering	69	86	74	63	43	335	188	40	94	13	335
Bigamy	6	7	1	1	1	16	14	1	1	..	16
Carrying Concealed Weapons	14	9	13	6	7	49	32	7	7	3	49
Conspiracy	4	2	..	2	..	8	8	..	..	..	8
Cruelty to Children	2	1	1	..	..	4	4	..	..	..	4
Cocaine Selling	3	2	1	3	..	9	8	..	..	1	9
Concealing Crime	2	5	1	..	..	8	6	1	1	..	8
Disorderly House	24	36	33	26	12	131	102	9	18	2	131
Desertion	69	40	31	36	25	201	162	13	23	3	201
Embracery	..	..	..	1	2	3	3	..	..	..	3
Embezzlement	53	27	21	19	9	129	99	13	14	3	129
Extortion	2	1	..	4	..	7	4	1	2	..	7
Election Law	3	5	..	..	..	8	7	..	1	..	8
Fraud	1	..	1	..	..	2	2	..	..	..	2
False Pretense	38	30	30	16	14	128	90	12	22	4	128
Forgery	10	4	3	6	5	28	17	3	7	1	28
Fornication	42	22	29	30	13	136	92	12	31	1	136
Gambling	4	..	2	14	1	21	15	2	4	..	21
Incorrigible	6	16	25	20	16	83	55	6	21	1	83
Illegal Selling	19	29	11	5	3	67	40	6	20	1	67
Kidnapping	..	1	3	1	1	6	4	..	1	1	6
Lewdness	..	3	6	4	1	14	8	2	4	..	14
Larceny—Grand and Petty	296	246	288	268	161	1259	785	140	303	31	1259
Motor Law	..	2	3	4	2	11	6	3	2	..	11
Malicious Mischief	50	31	37	36	27	181	101	18	56	6	181
Murder	8	3	2	2	1	16	13	2	1	..	16
Manslaughter	7	5	3	2	1	18	10	5	3	..	18
Nuisance	4	..	..	..	2	6	4	..	2	..	6
Perjury	10	18	9	14	7	58	38	5	14	1	58
Rape	32	20	12	11	8	83	54	6	20	3	83
Rape Attempt	12	16	9	10	7	54	26	7	15	6	54
Robbery	20	18	15	12	6	71	43	12	16	..	71
Robbery, Highway	3	5	7	6	3	24	12	9	3	..	24
Receiving Stolen Goods	10	10	5	8	4	37	26	5	4	2	37
Riot	..	..	..	2	1	3	2	..	1	..	3
Sodomy	2	1	..	..	1	4	3	..	1	..	4
Seduction	24	9	12	8	1	54	39	10	3	2	54
Threats	18	13	8	17	5	61	34	9	16	2	61
Blackmail	1	..	..	..	..	1	..	..	1	..	1
Motorcycle Law	1	..	..	..	..	1	1	..	..	..	1
Impersonating Officer	2	..	..	..	..	2	1	1	..	..	2
Malfeasance	3	1	..	..	..	4	4	..	..	..	4
Criminal Libel	1	2	..	..	..	3	3	..	..	..	3
White Slave	..	..	..	1	..	1	1	..	..	..	1
Attempt to Procure Prostitute	..	..	..	..	1	1	1	..	..	..	1
Unlawful Practise of Medicine	..	1	..	..	..	1	1	..	..	..	1
*Fugitives caught for other counties and States						30					
	1398	1285	1144	1080	694	5601	3684	623	1157	137	5601

* Not included in totals.

b. Grand Jury Indictments and Special Sessions Cases.

October, 1912, to October, 1916.

	1912	1913	1914	1915	1916	Total
Assault, Indecent	1	2	1	1	3	8
Atrocious Assault and Battery.	8	9	50	28	42	137
Assault, Intent to Kill	11	10	9	4	15	49
Arson	..	..	4	4	3	11
Arson Attempt	..	..	4	..	..	4
Assault, Intent Carnal Abuse..	1	5	6	7	5	24
Assault Intent Rape	2	1	4	..	1	8
Assault and Battery	159	176	141	234	141	851
Absconding	..	..	..	1	..	1
Adultery	18	19	20	31	44	132
Abortion	1	..	..	1	..	2
Bigamy	2	7	3	1	2	15
Breaking and Entering and Larceny	57	99	141	87	33	417
Carrying Concealed Weapons..	8	12	12	18	11	61
Conspiracy	8	..	..	..	4	12
Cruelty to Children	2	..	..	..	..	2
Cocaine Selling	4	1	..	2	..	7
Concealing Crime	3	7	1	..	..	11
Disorderly House	22	41	49	22	10	144
Desertion	34	22	20	36	32	144
Extortion	2	..	..	..	1	3
Embracery	..	..	..	..	1	1
Embezzlement	22	24	24	12	16	98
Election Law	9	5	..	..	1	15
False Pretense	18	18	26	17	30	104
Forgery	11	2	3	17	11	44
Fornication	16	37	30	17	30	130
Gambling	2	..	1	..	..	3
Incorrigible	1	1	..	..	..	2
Illegal Selling	48	68	17	12	2	147
Kidnapping	1	..	..	1	..	2
Libel	1	1	..	..	..	2
Lewdness	3	5	9	7	2	26
Larceny	173	163	194	206	137	873
Mayhem	..	..	..	1	..	1
Motor Law	3	..	..	1	1	5
Malicious Mischief	11	10	15	14	13	63
Murder	13	5	3	4	9	34
Manslaughter	3	..	2	6	1	12
Nuisance	1	..	..	..	..	1
Rape	14	27	7	13	7	68
Rape Attempt	5	4	..	2	..	11
Robbery	7	23	17	22	7	76
Receiving Stolen Goods	5	7	9	15	2	38
Riot, Incite	1	..	..	..	..	1

Sodomy	..	1	..	..	1	2
Seduction	6	11	5	3	2	27
Threats	7	6	5	6	8	32
Malfeasance	10	..	..	..	..	10
Breaking Prison	..	..	1	..	2	3
Perjury	12	3	5	1	1	22
Earning of Prostitute	..	2	..	..	..	2
Practising Medicine without License	..	1	2	..	..	3
Enticing Female	..	..	..	1	1	2
Minor to Play Pool	3	..	..	..	..	3
Aiding Prisoner to Escape	..	..	..	..	1	1
Total	744	835	840	855	633	3907

2. The Amount of Rural Crime.

This question has been discussed under C-1a (crimes for which there is no record) above, where mention was made of the McCord murder and of the considerable amount of stealing. Since the main road from Atlantic City to Philadelphia passes through this county the wooded regions are a favorite haunt for picnicers and boozers' parties and many fires in this region can be traced to picnic parties. There are some factories which have very little police protection.

THE UNDUE PROPORTION OF CRIME IN TOWNSHIPS

Of the complaints which were made to the Prosecutor from January 1, 1912, to October 1, 1916, 3,684 were from the cities, 623 from the boroughs, 1,157 from the townships and the locality of 137 could not be ascertained from the record. By far the larger proportion of the population of the county is in the cities, and when considered in connection with the population the complaints show an amount of crime in the townships greatly out of proportion to their population.

	Distribution of population as to locality (State census 1915.)		Distribution of complaints as to locality (excluding cases where locality was not given).	
	Total.	Percent.	Total.	Percent.
Cities	113,000	70	3684	68
Boroughs	23,000	14	623	11
Townships	26,000	16	1157	21
Total	162,000	100	5464	100

This table shows that the townships have 16% of the population and 21% of the criminal complaints. Though only 16% of the people live in the townships:—

28% of the breaking and entering cases are from the townships.
20% of the burglary cases.
24% of larceny.
30.9% of malicious mischief.
27.7% of rape attempt.
24% of rape.
27.6% of indecent assaults.
23.6% of atrocious assault and battery.
17.4% of assault and battery.
22.7% of fornication.

These figures would seem to indicate the efficacy of police protection in the cities as a deterrent of crime and the need for patrol in rural regions to overcome the preponderance of crime in those districts.

3. The Foreign and Negro Problem of the County.

The foreign element in Camden County, even in the industrial section, is not near so large as in the northeastern part of the State. Still there is a considerable number of foreigners employed in some of the industries about Camden. A very large proportion of the crimes, 50% or more, are committed by negroes, according to County Detective Gribben.

4. Riots in the County.

There has been little rioting in connection with strikes about Camden. The most of the manufacturers state that the City police gave them sufficient protection about their plants when they had strikes. Some manufacturers say that they need protection against bad boys who break into the factory regardless of the watchman and break window panes, steal whatever is loose, and who are not restrained by the local police force. Some manufacturers think that they did not have sufficient protection in labor trouble caused by foreign laborers. There was some rioting in connection with a recent strike at the Keystone Leather Company. The city gave additional police protection at this plant. There has been for some time a strike at the New York Shipbuilding Company. The plant of this company has been amply protected by the Camden police. Some of the men, however, who were working for the company were intimidated and beat up about their homes. There was a strike at the Victor Talking Machine Company involving about three hundred of the five thousand employes. The city police gave ample protection.

5. The Forest Fire Problem in the County.

The fire warden's report for 1915 tabulates the number and loss of the fires in Camden County as follows:

County and Township.	Number. Forest Fires.	Embryo Fires.	Acres Burned.	Loss to Forests and Other Property.
Berlin	4	..	165	$205
Chesilhurst (Boro.)	9	11	184	130
Clementon	5	1	1,262	1,220
Delaware	1	..	50	50
Gloucester	5	5	387	355
Voorhees	1	2	12	10
Waterford	4	..	390	390
Winslow	13	53	1,232	1,310
Total	42	72	3,682	$3,670

The total loss for 1915 was $3,670, 3,682 acres were burned over. This loss is not so great as shown in some counties. However, there are many fires set in the woodland and in some years much greater damage is done than was done in 1915 as much of the woodland is owned by persons who are not residents of the locality. When a fire is started often there is no one who gives it attention until it develops extensively.

6. The Enforcement of the Fish and Game Laws.

There are many violations of the game laws in this county, of which no notice is taken owing to the lack of means for this purpose.

7. The Enforcement of the Road Laws.

The proper enforcement of the road law is a considerable problem in Camden County since some of the main roads from Philadelphia to Atlantic City pass through the county. There is a great deal of motor speeding along these roads but there is no patrol and few arrests are made.

5—Newspaper and Letter Clippings on the County Police Problem

The following news item is given as having a bearing on the Camden County police problem:

Six Men Arrested by County Authorities on Charges Made by Girls.

"A raid on a clubhouse in Clementon yesterday, made under the direction of Prosecutor Kraft by members of his detective staff and county constables, in line with his intentions to clean up that section of the county, resulted in the arrest of six men, two of whom are accused of serious charges, preferred by two young girls, under sixteen years of age. The other four are charged with keeping an alleged disorderly house."

6—Opinions of Governmental Officials

The following opinions in regard to State police for Camden County have been given by the Prosecutor, Chief of Police, and County Detective:

Prosecutor Kraft said: "I am strongly in favor of a State rural police for the effect it would have in preventing crime. It would also be of valuable assistance to the county detectives and local forces in apprehending criminals whose escape is made possible many times by the use of the automobile. Certain sections of Camden County are in need of additional protection."

Chief of Police, Mr. E. A. Gravenor said in a letter to the State Chamber: "We have never had any difficulty here that required outside assistance and at the present time can see no necessity for a State troop in this city."

County Detective Gibbons said: "A State police would be of great assistance to the county detectives in locating foreigners who are criminals. When they commit a serious crime in the urban sections of the county and are not apprehended, they make for the wooded sections located in the centre of the county where the residents are mostly foreigners. Here they are safe, for every time a plain clothes detective goes among them it is a 10 to 1 chance if he comes out alive.

The people of these sections will not assist a detective to apprehend a criminal. They do not look upon a detective as a peace officer. They are accustomed to seeing the police of their own countries in uniform. A mounted police on the style of the Pennsylvania rural police would lessen crime considerably in many of the wooded sections of Camden County."

7—Summary

Camden is a comparatively small county. Three-fifths of the population is in Camden City.

The entire water front of the county is opposite Philadelphia and many of its problems arise from the fact that the western part of the county is largely a surburban district of Philadelphia and that rowdies and criminals from Pennsylvania often cause disturbances.

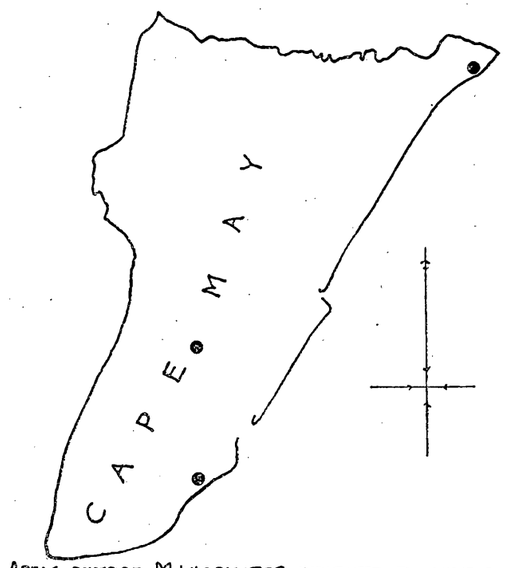
The main roads from Philadelphia to Atlantic City pass through the county and there are many violations of the motor speed laws.

Nearly all of the police protection is at Camden and a few cities nearby. Camden is the county seat. The eastern portion of the county is nearly 25 miles distant. There is no patrol in this eastern district.

Of the complaints made in the prosecutor's office within the last five years 1,694, or 30%, did not result in indictment or Special Sessions prosecution. Of 3,907 indicted at that time 244 were unapprehended. These figures would tend to show a lack of facilities for apprehending criminals and for obtaining evidence when complaints are made. The negro problem assumes considerable proportion here.

The one fact in connection with the survey of crime in Camden County which stands out prominently is the excess of crime in the townships in proportion to population. Sixteen per cent. of the persons live in the townships, 21% of the recorded crime is found there. Of the more serious crimes the per cent. runs as high as thirty. Thus in proportion to population the townships have 130% as much crime as the cities. In addition, these townships are not patrolled and it must be remembered that very few cases of trivial crime which appear on records of the cities are ever reported or taken notice of in the townships.

CAPE MAY



Areas outside Municipalities, indicated by dots ● have little or no police patrol.

There is police patrol in three municipalities. The remaining unpatrolled area contains 58% (or 14,315) and 76% (or $12,596,440) of all devastable property in county.

Forest fire loss in 1915 was $5,267.

Prosecutor says State Police would give county better protection.

1—The Geographical and Sociological Nature of the County

Cape May County contains 16 cities, boroughs and townships, and had a population of 24,407 in 1915, of whom 2907, or 12% were foreign. It has an area of 265 square miles and is located in the southeast corner of the State.

It is almost an entirely rural county. The largest city is Wildwood City, which has a population of 3858.

2—A Survey of the Police Protection in the County at Present

There is one detective in the Prosecutor's office, who, with the Sheriff, constitutes the only police protection afforded outside the municipalities.

3—The Adequacy of the Present Protection

Mr. Carrow, the Acting Prosecutor of the Pleas, says that

he has been in Cape May for only six months and has had no escapes in that period. He cannot answer for his predecessor or give any information on the number prior to that time.

NOTE—Although several letters have been written to the governmental officials, asking for information from Cape May County, no satisfactory responses have been received.

2. THE FOREST FIRE PROBLEM IN THE COUNTY.

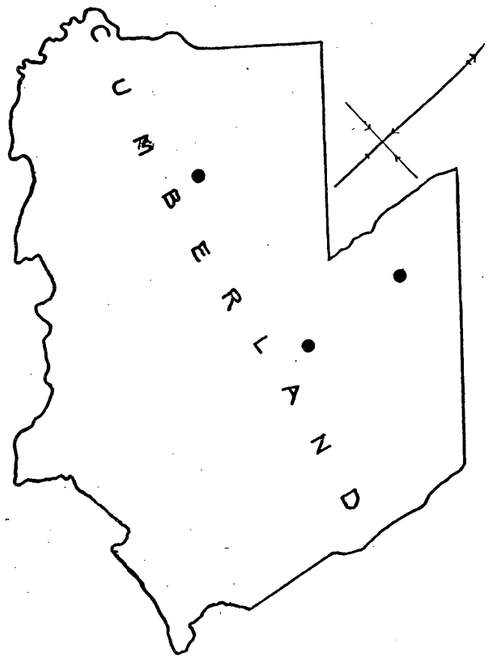
The report of the Department of Conservation and Development, for the year ending October, 1915, states that there were seventy forest fires which burned over three thousand acres. The following table gives the figures for the year:

Cape May County	Forest Fires	Embryo Fires	Acres Burned	Loss to Forests and Other Property
Dennis	4	2	295	$765
Lower	2	14	90	90
Middle	14	19	1,897	2,410
Upper	5	5	600	772
Woodbine (Borough)	4	1	505	1,230
Total	29	41	3,387	$5,267

4. Opinions of Governmental Officials

Acting Prosecutor of the Pleas, JAMES RUSSEL CARROW, states that the fish and game violations might have been deterred with the effective co-operation of a State police patrol and the rural sections more adequately protected.

CUMBERLAND COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL

There is police patrol in three municipalities. The remaining unpatrolled area contains 66% (or 39,643) the total population and 60% (or $11,188,185) of all devastable property in county.

Estimated that 6 or 7, or about 8.8% of all indicted criminals each year, have become fugitives.

Forest fire loss in 1915 was $11,782.

Prosecutor favors State Police for New Jersey, but does not think it is needed in Cumberland County.

1—The Geographical and Sociological Nature of the County

Cumberland County has an area of 500 square miles and a population of approximately 60,000. Fourteen thousand of the 60,000 people are located in the City of Bridgeton; 13,000 in the City of Millville; 6,000 in the Borough of Vineland and the rest are scattered throughout the ten townships.

Agriculure is the primary industry of the county; the nature of the farming is diversified and intensive. The main crops raised are tomatoes, potatoes, corn, and fruit.

There are a considerable number of industrial establishments in the towns that employ on an average from a hundred to five hundred workmen. The most important of these are glass factories, canneries, cotton mills, and machine shops.

The people are largely native Americans, the ratio of foreigners to the total population being approximately only ten per cent. Although the number of foreigners is rapidly increasing, they have up to the present time, at least, been quite effectively assimilated. This is especially true of the Italians, who are rapidly becoming landowners and small shopkeepers.

2—A Survey of the Police Protection in County at Present

1. MUNICIPAL.

Three municipalities in the county employ salaried marshals: Millville, which has a total force of five; Bridgeton, which has a total force of six, and Vineland, which has a total force of three. Of these fourteen, Prosecutor Miller regards one as first class. He often deputizes this marshal to assist him in county work. The Prosecutor makes the complaint that he can seldom depend upon the local marshals for impartial and effective assistance, especially in connection with local crimes. Mr. H. L. Tyler, editor of the *Bridgeton Daily Pioneer,* and Clerk of Board of Freeholders of Cumberland County, characterizes the three municipal police forces as generally unfit for their work in number and in calibre.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator Clarence Ludwig and from correspondence with officials and the public generally.

2. COUNTY.

Theoretically, Cumberland County is given police protection by the sheriff and the numerous constables of the county. Practically, however, the police protection of the county emanates from the Prosecutor's office, and is really performed by Private Detective Frank J. Lore and two or three good town marshals or county constables. For all practical purposes, Mr. Lore is the county detective, although he does other outside work and is paid by the county on a per diem basis.

His services to the county at $4.00 a day for about a third of his time net him only $500 a year, but his outside work for lawyers and other private individuals brings his income up to $3,000 a year. He says he wouldn't have the county job at $1,500 because it would tie him down and cut his income in two. Mr. Lore's private agency is known as the South Jersey Detective Association, which has a permanent State charter giving it the right to engage in the ordinary detective business and to employ twenty officers if necessary.

Mr. Lore has been a detective in Cumberland County for thirty-two years and has made himself an almost indispensable asset to the county. Both Prosecutor Miller and former Prosecutor Fithian describe his work as "very effective." Mr. Lore's strong point is his ability to play upon the emotions of his suspects. He always endeavors to secure a confession and to get the case completely worked out before presentation to the court. In illustrating his idea, Mr. Lore says: "Every one of our murderers in the last twenty years has given a full confession. As a result our murder cases cost only $500 on an average, the cheapest cases in the country. They are a mere matter of form and are disposed of in a day." Part of Mr. Lore's effectiveness also is due to the fact that he owns two powerful motor cars in which he can reach any corner of the county in an hour's time.

"The Sheriff," according to the Prosecutor, "renders help on request but he isn't regularly supposed to help." On big cases, the Prosecutor calls in the Sheriff and Special Deputies. There is no rural patrol of any kind, except the patrol of the State forest fire wardens and the county game warden. What police protection there is for the rural districts is entirely in the nature of apprehension after the crime has been committed, rather than a deterring of possible crime.

3. PRIVATE.

Outside of private watchmen employed by industrial concerns and by some of the Vineland farmers there are no private police systems in Cumberland County.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

It is difficult to say to what extent the county officers know and to what extent the records reveal the total amount of crime that is unapprehended. Undoubtedly there is considerable petty crime in Cumberland County that never gets to the officials' ears or attention. For example, when one of the officials was questioned as to the prevalence of rural thievery, he said he didn't remember a case of the stealing of farm produce in the last six years, and yet the prevalence of just such thievery in one section of the county at least is common knowledge.

b. The difference between the number of complaints and Grand Jury Indictments plus Special Sessions Cases.

The unsatisfactory condition of the books in Cumberland County made it impossible to secure a record of complaints or indictments or Special Sessions cases except by estimate or by unofficial totals. Deputy Clerk Schiller estimated that the number of complaints average from two hundred to two hundred and fifty per term (three terms a year). Out of these probably forty to sixty reach the Grand Jury and true bills (or indictments) are found in about thirty cases. A good many of the complaints are disposed of by special pleading, or Special Sessions cases. Detective Lore, who is also one of the three or four "working justices" of the county, tries to keep as many cases out of the Grand Jury as possible. Thus, out of seventy-five complaints on his complaint docket before the last term of court, twenty-five cases were selected as genuine and as having enough evidence for trial. All of these twenty-five cases were gotten to plead guilty in Special Sessions and not a single case was investigated by the Grand Jury. The other fifty were either "nolle prossed" or "passed." Mr. Lore referred to this record not only to show what became of complaints but to show how effective he had been in getting evidence for conviction.

The large number of "bad cases" that are dismissed by the justices or "dropped" by the Prosecutor are often the result of insufficient evidence, cases that would be more easily deterred by a patrol than apprehended by a detective.

c. The number of criminals indicted by the Grand Jury but never apprehended.

According to the Cumberland County officials there are very few unapprehended criminals. Mr. Lore states that there is one murderer at large, which fact is confirmed by Deputy Clerk Schiller. Mr. Schiller estimates that there are on an average six or seven criminals against whom indictments stand that escape each year, but he adds that "if they ever come back they are almost always apprehended." Mr. Schiller's idea of fugitives from justice is one quite generally held by county officers, namely: That it doesn't make much difference whether the fugitives are ever apprehended as long as they do not come back to the county. Mr. Schiller's private record of cases shows at least fourteen fugitives against whom indictments stand.

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

Conditions in Cumberland County bear out the conclusion that the old system of having numerous justices and constables and a sheriff for performing the criminal work of the county is rapidly passing. The Sheriff does very little criminal work; out of eighty men elected to the office of Justice of the Peace, approximately ten take out their commissions. These usually set up their offices in the large towns or county seat and become the "working justices" of the county. Very few of these constables are relied upon by the court or the Prosecutor's office for effective criminal duty. As was explained before, the bulk of the county police work is done by one or two marshals and Detective Lore. Former Prosecutor Fithian recommends that the number of justices be greatly decreased in order that the office may be more respected and better administered.

3. THE COST OF THE PRESENT PROTECTION.

While it is possible to get the approximate facts regarding the total cost of criminal apprehension in the county, it is impossible even to estimate how much of this might be saved by a State police system. According to the collector's report for 1914, the total cost to the county for all the criminal business was $31,534.75. This sum is divided into jail expenses, $3,955.87; salaries, $7,171.30; mayors' and justices' expenses, $3,777.90; court expenses (costs of apprehension and detection, etc.), $16,629.68. It is the estimate of the Prosecutor that it costs the county from $1,500 to $1,800 a year for special detective and police work. Unquestionably, a State police system would relieve the county of a part, at least, of this last ex-

pense. A factor of cost that must also be considered in this connection is the expense to private individuals in the Vineland district of employing watchmen for their produce.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes in the County.

The amount of crime in Cumberland County seems to be comparatively small. The closest ascertainable approximation to the amount of crime is the complaints that are sent in to the Prosecutor by the various justices. It is estimated that about 600 to 700 official complaints a year are received by the Prosecutor. How many of these result in Special Sessions cases cannot be determined. Those that go to the Grand Jury are summarized in the following table:

Grand Jury Cases and Indictments—Comberland County. (*a*)

	Grand Jury Cases.	Indictments.
April term, 1911	62	29
September term, 1911	91	37
December term, 1911	30	16
April term, 1912	23	8
September term, 1912	58	35
December term, 1912	46	31
April term, 1913	53	23
September term, 1913	72	30
December term, 1913	37	10
April term, 1914	47	29
September term, 1914	77	37
December term, 1914	36	12
April term, 1915	41	18
September term, 1915	66	36
December term, 1915	30	22
Total	769	373

Less than half of the cases that go to the Grand Jury result in true bills.

The kinds of crime committed in Cumberland County are more or less thoroughly indicated by the record of convictions for the four years 1911 to 1914.

CUMBERLAND COUNTY CONVICTIONS 1911 TO 1914. (*b*)

	1911	1912	1913	1914	Total.
Assault	2	..	1	6	9
Assault and Battery	18	15	16	6	55
Attempted Assault and Battery	..	..	..	1	1
Burglary	..	..	..	8	8
Breaking and Entering	11	20	8	12	51
Barn Burning	..	..	1	..	1
Bigamy	..	..	..	1	1
Carrying Concealed Weapons	2	2	4	9	17
Carnal Abuse Infant	..	1	1	..	2
Disorderly House	8	1	6	..	15
Desertion	..	..	1	..	1
Auto Laws	..	..	..	1	1
Disorderly Person	..	1	..	..	1
Escape	..	2	1	3	6
False Pretenses	..	..	..	3	3
Forgery	..	1	1	..	2
Fornication	..	..	1	..	1
Fighting	3	..	..	..	3
Fish Law	..	..	1	..	1
Illegal Selling	22	9	10	5	46
Incorrigible	..	..	..	1	1
Illegal Dredging	..	..	4	..	4
Larceny	24	40	22	16	102
Lewdness	1	1	1	3	6
Larceny and Receiving	..	..	1	..	1
Malicious Mischief	1	..	..	1	2
Livery Regulations	1	..	..	1	2
Robbery	2	..	2	..	4
Receiving Stolen Goods	..	..	..	1	1
Stealing Timber	..	1	..	..	1
Trespassing	..	1	..	..	1
Fight Affray	..	..	..	3	3
Total	95	95	82	81	353

It will be seen that out of a total of 353 convictions for the four years, 102 convictions were for larceny, 55 for assault and battery, 51 for breaking and entering, and 46 for illegal selling of liquor. Larceny and assault and battery will be found to be the predominant crimes in almost every county, but the proportion of illegal selling cases in Cumberland County is unduly large. An attempt was made to explain this on the ground that there are only two licensed places in the county.

(*a*) These summaries of indictments were secured from a private book kept by Deputy Clerk Schiller for his own convenience in charging costs.
(*b*) These records were secured from the official conviction and sentence book in the County Clerk's office.

The records show a decided decrease in the number of convictions for illegal selling. The figures for four years are:

1911.....22
1912..... 9
1913.....10
1914..... 5

Regarding the liquor situation at the present time, Deputy Clerk Schiller says: "There used to be as many as forty or fifty liquor cases on the docket at one time, now we only have an Italian once in a while." The records of conviction show that the next crimes in order of prevalence are carrying concealed weapons and keeping disorderly houses. There is very little crime of an atrocious character, although there has been a series of highway robberies recently in the Vineland district.

All of the men interviewed as to the present criminal condition of the county concurred in the opinion expressed by County Judge Leroy Loder that "Cumberland County is exceptional as a law abiding county." Mr. John S. Ware, treasurer of the Cumberland Trust Co., made the statement that "Cumberland County is a law abiding place, and the people seem like a different race from those in some parts of North Jersey." Although Mr. Tyler condemned the present police forces in the towns as "wholly inefficient" he nevertheless said that it didn't make much difference, because there wasn't much for them to do. He did cite, however, two cases which illustrated his opinion of the town marshals. He said, in the first place there are permanent "blind pigs" and a large distribution of liquor, practically in the open in Bridgeton, and in the second place that no effort is made at all to enforce the traffic laws, even on the main streets of the city.

The comparatively peaceful situation at present was quite generally attributed by local people to the influence of two important revival meetings held within the last two years in Millville and Bridgeton. This idea was expressed particularly by Deputy Clerk Schiller, Prosecutor Miller and Judge Loder. On this point Judge Loder said, "The criminal cases from Millville have greatly decreased since the revival there a year and a half ago."

The general trend of opinion as to the comparative peacefulness of the county was enforced by the statement of Judge Black in charging a recent Grand Jury, in which he congratulated the county on having such a small number of criminal complaints. Some light is also thrown on the situation by Detective Lore's statement that there isn't enough county work to keep one good man busy. Mr. Lore estimates that only a third of his time is spent in county work.

2. The Amount of Rural Crime.

If any particular portion of the county can be pointed to as presenting a special criminal problem it is Landis Township in which the Borough of Vineland is situated. Two things should be noted with regard to the Vineland district—first, the present trouble from highway robberies, and second, the more or less permanent trouble from the stealing of farm produce. When the investigation was being made the "Vineland hold-ups" was the inevitable answer to the inquiries for crime. It appears that for several months past there has been a series of robberies on the roads around Vineland, and the inhabitants of that section have become much alarmed. The prosecutor himself remarked that if he were motoring in that district and his machine should break down, he would have difficulty in getting people to stop to help him, because of the fear that he might hold them up. Although the prosecutor stated that "we have been very lucky in apprehending such criminals," the fact that over a hundred private firearms permits have been issued to Vineland citizens (*a*) throws a significant sidelight on the deterrent effectiveness of the county officers and on the confidence they can instil in the citizens concerned.

Mr. Willard Minch, owner of fourteen farms in Cumberland County, and Mr. W. W. Oley, farm demonstrator of

(*a*) Statement of Editor Tyler.

Cumberland County, are authority for the details of the Vineland farmers' problem. It seems to be the regular thing for the peach and grape growers in that section to have substantial quantities of their produce stolen just as it is ready for market. So flagrant and regular is this trouble that the Vineland farmers have posted standing rewards for the apprehension of chicken and produce thieves. Some of the farmers have found it necessary to employ night watchmen to guard their produce and to hang out lanterns to facilitate the watching. It is the opinion of both Mr. Minch and Mr. Oley that the farmers outside of this one district are troubled but very little with thieving. Mr. Oley states that there has been some stealing around Bridgeton, the thieves carrying their booty down to the Delaware in gasoline launches. In this connection reference was also made to the stealing in Bridgeton of gasoline and other boat property by transient launches.

Two letters have been received from prominent poultry men of Vineland discussing this subject. The first is from Mr. Maximillian Fleischer, president of the Farmers' Club of Vineland. The body of the letter which is dated November 27, 1916, follows:

> "I have taken up the matter with a large number of this community and the consensus of opinion is that a State police patrol as suggested would do a heap of good and be of paramount importance. County Sheriff, Mr. Vernon Marshall, is of the opinion that the recent hold-up and murder of a prominent cranberry merchant might not have taken place if we had State police and he is enthused over the idea. I spoke of this subject before the Poultry Association and with the president of the Peach Growers' Association and have not heard one note of dissension. No doubt you will hear from the associations named above; at any rate the opinion in this locality is very strong for State police. The worst offenders we have to contend with are poultry thieves, the kind of a thief that travels from one county to another with a conveyance for the purpose of lifting poultry in large quantities; again this section is largely inhabited by foreigners who in a large number of cases do not seem to know the laws of personal ownership, especially is this true where farms are located close to the road side. We surprised last year three men stealing our poultry, one man stealing potatoes and one stealing peaches, all occurring on one farm."

The other letter dated December 22, 1916, is written by Herman E. White, representing the Poultrymen's Association:

> "At a meeting of the poultrymen recently a vote was taken as to whether we would like to have the State police and all but one voted favorably."

3. The Foreign Problem of the County.

As was indicated in the description of the county under heading 1, the ratio of foreigners to the total population is so small that the police problem of the country is not materially affected.

4. Riots in the County.

Cumberland County has no problems of riot violence, although it has quite a number of industrial establishments of medium size. There has been no serious strike in recent years. The last strike of any consequence was among the glass-workers, fifteen or sixteen years ago, and in that case there was little occasion for police protection. Indications point to an increase in the ratio of foreigners to the total population; yet the time seems far in the future when the industrial situation will present a special police problem.

5. The Forest Fire Problem in the County.

There is a considerable amount of forest land in Cumberland County, and there is a State warden who patrols in the county. There is not much trouble from forest fires, although opinions vary as to the effectiveness of the patrol. Remarking on the forest fire situation, John S. Ware, treasurer of the Cumberland Trust Co., said "even the tramps are careful." Farm Demonstrator Oley gave his opinion as follows: "The forest fire warden needs help badly. There was a serious fire in the southern part of the county on November 2nd, which burnt out 100 acres of timber and two buildings, and no forest fire warden was near the place. As far as I know, the warden doesn't know it yet."

The 1915 report of the State fire wardens gives the following summary for Cumberland County: (*a*)

Forest fires	46
Embryo fires	27
Acres burned	9708
Loss	$11,782.00

6. The Enforcement of the Fish and Game Laws.

The game laws are fairly well enforced. There is a regular county game warden who makes arrests, but who, like most county wardens, is unable or unwilling stringently to enforce the law against all offenders. The county farm demonstrator, for example, declared he had personal knowledge of cases where deer had been killed out of season.

7. The Enforcement of the Road Laws.

As to the enforcement of the road and auto laws, there is a unanimous agreement that no attempt is made at enforcement anywhere in the county.

5—Newspaper Clippings on the County Police Problem

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following has been chosen, therefore, from a Cumberland County newspaper in regard to a New Jersey State constabulary.

Bridgeton Evening News. *February 12, 1914.*

Bill Providing for Police Force Similar to that in Pennsylvania is Introduced in the Assembly.

> "A measure was introduced in the Assembly on Tuesday which provides for a State constabulary, to be organized along the lines of the State police in Pennsylvania.
>
> "The bill will find especial favor in those counties where, in recent years, the authorities of the smaller municipalities have been unable to apprehend criminals because of the inadequacy of their police forces. Several notable instances of this kind have occurred in South Jersey during the last two or three years. Murders have been committed, riots have progressed unchecked and criminals have escaped simply because the police authorities were not organized in a manner that enabled them to cover considerable stretches of territory. In Trenton, for example, Miss Mabel Matthews was slain by some miscreant on the outskirts of the town, and before the authorities of Trenton and the neighboring towns could be organized into a co-operative force the murderer escaped and has never been apprehended."

(*a*) CUMBERLAND COUNTY.

Township.	Forest Fires.	Embryo Fires.	Acres Burned.	Loss to Forest and Other Property.
Commercial	2	1	1,020	$1,530
Deerfield	9	4	481	360
Downe	2	1	3,006	4,010
Fairfield	3	3	2,030	2,072
Landis	13	10	684	735
Lawrence	2	1	82	170
Maurice River	8	1	1,270	1,595
Millville (City)	7	6	1,135	1,310
Total	46	27	9,708	$11,782

6—Opinions of Governmental Officials

Prosecutor EDWARD F. MILLER.—Prosecutor Miller does not see much need in Cumberland County for additional police protection, but favors the establishment of a State police system in New Jersey. He favors a State police because of the limitations and prejudices that necessarily are attached to locally selected officers. He cited, for example, his attempt to conduct a campaign against slot machines in the Borough of Vineland. He deputized one of the local marshals for the task, but the marshal absolutely balked at the proposition and refused assistance on the ground of local reputation. It was the Prosecutor's expressed opinion, that "this would be overcome to some extent by the possibility of calling a State policeman to do the job."

Former Prosecutor J. H. FITHIAN.—Former Prosecutor Fithian agrees with the present Prosecutor as to the non-existence of any special need in Cumberland County; he is non-committal on the proposition as a State matter. He recommends a reduction of the number of justices.

Detective FRANK J. LORE.—Detective Lore is absolutely opposed to a State police system for New Jersey because he can see no possible need for it in Cumberland County. Not only does Mr. Lore think that the county would insist on rewarding him for his 32 years on the job, but he declares a detective is, from the nature of the case, a much better apprehender of crime than an ex-soldier riding around in uniform. To illustrate his point, Mr. Lore said, "I know everybody in the county, the criminal and the law abiding alike, I can almost always tell what criminal did a certain job just by looking at his work."

County Judge LEROY LODER (also Secretary, Commercial League, Bridgeton).—Judge Loder sees no need in Cumberland County for additional police protection. He regards the State police system, however, as an excellent thing for the State as a whole. "State police are much better than special deputies in riots arising out of labor disputes."

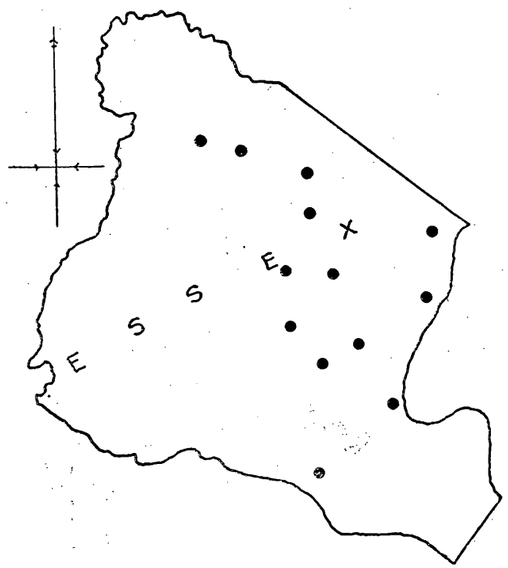
County Farm Demonstrator, W. W. OLEY.—Mr. Oley is inclined to favor a State police system, and cited several instances of apparent need in Cumberland County for additional protection of some kind. When asked what the rural sentiment on the matter was, he said the question had received little attention and discussion so far as his observation went.

Deputy Clerk ROBERT S. SCHILLER.—Mr. Schiller believes there is no need for added police protection in Cumberland County.

7—Summary

The greatest need of Cumberland County centers in its roads. Being a rural county it does not need more protection for riot emergencies nor would extra detective service help it much except on occasion. The paramount need is for a rural patrol of some kind that can apprehend and deter crime on the highways, that can put a stop to farm produce stealing, that can watch for forest fires, and enforce the traffic laws of the State.

ESSEX COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in thirteen municipalities. The remaining unpatrolled area contains 6% (or 35,972) of total population and 6% (or $26,557,234) of all devastable property in county.

900, or 22% of all criminals indicted during last four years, have become fugitives.

6350, or 51% of all complaints of crime during last four years, have not resulted in the punishment of any criminal.

1—The Geographical and Sociological Nature of the County

Essex County contains 22 cities, boroughs, towns and townships and had a population of 566,324 in 1915 by the State census. Of this number 437,487 or 77.2% were in the three cities, Newark, Orange, and East Orange. The remaining 22.8% were located in the boroughs, towns and townships. The United States census for 1910 gave the population as 566,324 of whom 147,791, or 28% were foreign and 18,104, or 3% negroes.

The City of Newark ranks first in the State in population, variety and total annual value of manufactured products and in the value of manufactured goods it ranks eleventh among the cities of the United States. It is claimed for Newark that the lines of manufacture carried on within its corporate limits are more numerous than those of any other city in the country.

The county is uniform in shape and contains about 127 square miles. It is bounded on the north by Passaic County, on the east by the Passaic River and Newark Bay which separates it from Hudson County, on the south by Union County, and on the west by Morris County.

The county is largely urban and suburban. The United States census gives the farm land area as 20%. Industrially the county ranks second in importance.

The following named railroads have main or branch service lines serving the entire or parts of the county:

Pennsylvania Railroad.
Central Railroad of New Jersey.
Delaware, Lackawanna and Western Railroad.
Erie Railroad.
Lehigh Valley Railroad.
New York, Susquehanna and Western Railroad.

The tabulation and other data contained in this county study were secured from field investigations within the county by investigator William P. Ahmuty and from correspondence with officials and the public generally.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

Practically all of Essex County is at present policed by the local forces with the exception of a small rural section in the upper part of the county.

2. COUNTY.

The county affords police protection through the ten detectives of the Prosecutor's office, some of whom have been with the county twenty years and are very efficient. In 1915, a law was passed which gave the power to appoint two more.

3. THE ESSEX COUNTY PARK SYSTEM AND POLICE.

The Essex County Park System embraces not only the neighborhood play grounds in the congested centres but also the larger city parks running often across municipal lines, and the great natural reservation. The system covers an area of 3364 acres of park lawn. Of this there are 12 parks with a total area of 921 acres, two reservations with a total area of 2443 acres. There are three parkways not included in above acreage. These parks, reservations and driveways are noted for their beauty. It is estimated that the cost of maintaining them amounted to one-half million dollars. Nearly all of them contain many fine trees, plants and shrubs. Several of the parks have deer and sheep at large.

The South Mountain Reservation surrounds the City of Orange water supply and as a water shed is under the control of the Park Commissioner. It will never be denuded of trees or built upon. It is to be noted in this connection that hemlocks once covered a considerable portion of this area and they have been almost exterminated by cutting. A considerable amount of money is being expended to repair the damage done.

Over 1,500,000 people made use of the parks and reservations during the months of May to September 1915, inclusive. During the skating season lasting from December 18, 1914 to February 10, 1915, over 362,980 skaters came to the five parks used for this purpose. There were no serious accidents which could have been prevented by the police.

The great pageant given by the City of Newark celebrating the 250th anniversary of its founding was held at Weequahic Park in May, 1916. It is estimated that on one day over 40,000 persons attended. From 2500 to 3000 automobiles were parked and regulated without a serious accident due to the effciency of the police.

The entire park system with the exception of about 45 acres is policed by a force of 39 men, consisting of one chief, one sergeant and 37 men. These men were appointed after successfully passing a mental and physicial examination. They were required to be expert marksmen and swimmers. The force was organized in 1896. At present one-half is equipped with horses and motor cycles. The amount paid for salaries in 1915 amounted to $49,571.78 with an additional $10,000 for operation and maintenance expenses. This included the care and forage of horses, care and repair of motor cycles, tools and general equipment. The average amount paid each man in salary and general expense in 1915 amounted to about $1,200.

From facts gathered and from information obtained crime in the parks at one time was a problem to be reckoned with. Crimes of every description occurred and it was stated that it was not until the present force was created that the parks were used to the present extent. The conditions now prevailing in the parks are much different. There is very little or no crime committed.

The main offence against law is the violation of the motor vehicle law. Of these there were, in 1915, recorded 100 violations.

It is estimated that nearly one-half million dollars is saved by the police in that the forests and lawn are not destroyed as has been previously stated.

Chief Thomas A. Gilhooly, states that the police act as a deterrent force. They have clearly demonstrated their ability to wipe out crime. The parks are now practically free from crime of every description. No longer do vandals commit outrages nor are women molested. The force is a fine body of men and have many times proven their ability to cope with trying situations. By using tact they have avoided any conflicts with those they have to deal with. In the handling of the pageant last summer with more than 40,000 people present, they were complimented for their good work by men from all over the country who noted the efficient manner in which they controlled many trying situations.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

a. The number of complaints which do not result in Grand Jury Indictments, or Special Sessions Cases.

The records show that there were for the years 1913-1916 12,430 complaints. The total number of indictments and Special Sessions cases was 6080, thus making a difference of 6350 or about 52% between the number of complaints and the number of Grand Jury indictments and Special Sessions cases.

b. The number of criminals indicted by the Grand Jury but never apprehended.

The total number of fugitives for the years 1913-1916 in Essex County is 900.

2. THE EFFECTIVENESS OF THE PRESENT PROTECTION.

The ten detectives of the Prosecutor's office have worked out a very efficient system of criminal apprehension, covering a period of many years, and it is very seldom that they lose a man.

As stated above, the mounted park police have very effectively reversed the former prevalence of crime in Essex County parks. The per cent. of crime arising in parks is now comparatively negligible.

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIME IN THE COUNTY.

a. Complaints.

The following table gives the number of complaints for the years 1913, 1914, 1915 and 1916:

ESSEX COUNTY COMPLAINTS.

	1913	1914	1915	1916	Total
April	761	1463	1233	1235	4692
September	1196	976	937	1231	4340
December	1240	1026	654	478	3398
Total	3197	3465	2824	2944	12,430

b. Grand Jury Indictments.

The following table gives the number of Grand Jury indictments for the years 1913, 1914, 1915 and 1916:

ESSEX COUNTY INDICTMENTS.

	1913	1914	1915	1916	Total
April	222	255	275	204	956
September	310	392	422	429	1553
December	535	471	283	150	1439
Total	1067	1118	980	783	3948

c. Special Sessions Cases.

The following table gives the number of Special Sessions cases for the years 1913, 1914, 1915 and 1916:

ESSEX COUNTY SPECIAL SESSIONS CASES.

	1913	1914	1915	1916	Total
April	247	221	235	302	1005
September	121	159	101	152	533
December	185	213	152	44	594
Total	553	593	488	498	2132

2. The Amount of Rural Crime.

It is estimated that about 10% of the crime in the county occurs in the rural districts. The cases most frequently reported are larceny and breaking and entering.

3. Riots in the County.

Chief of Police Long, of Newark, says that in all of his experience with the police service of Newark for the last thirty years, he has not known a situation to arise either in period of strike or in normal times, in which the local force was not competent to handle any violence therein. He says that if the emergency should arise in which the local force would be insufficient he could easily obtain strong co-operation from the nearby police department of the Oranges, or from the Essex County Mounted Park Police.

4. The Forest Fire Problem in the County.

Essex County has no forest fire problem as there is practically no wooded area in the county.

5. The Enforcement of the Road Laws.

There are a great many violations of the road laws which go entirely unchecked. The park police, however, are very effective in checking violations in the parks.

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following items are given, therefore, as having a bearing on the Essex County police problems:

Newark Evening News. *January 29, 1915.*

State Police vs. Militia.

"Conscription being intolerable, and the standing army proportionate to the size of the county never having been even favorably looked upon by America, we are confronted with a condition where the only practicable solution for adequate national defense lies in a small, highly specialized regular army with reserve arrangements, the militia as an immediate second line, and a volunteer force with as much preliminary training as practicable as the great bulk. Now it is an obvious fact that the efficiency of the militia itself, as well as the extent to which it can spread its military training, is seriously affected by the necessary employment of militia in local disorders arising from strikes and the like. This is not a service to which the militia is well adapted, nor one altogether pleasant. Besides it deprives of military training many men who would take it, and who for national safety ought to have it, but who, because of the feeling among their fellow workers, stay out."

The Newark Star. *March 31, 1915.*

No State Constabulary.

"The bill should be entitled, 'An act to relieve sheriffs from their duties.' Every sheriff does not ask for this relief, for there are some that are courageous and resolute in the performance thereof and have no relations with private agencies that hire out armed mercenaries."

Bloomfield, N. J. *November 19, 1916.*

Girl Is Attacked by Three Men.

"Miss Eugenia Artopoeus, the sixteen-year-old daughter of Dr. and Mrs. Fred C. Artopoeus, is in a serious condition following an attack on her yesterday by three men in the railroad station. John Hewitt, a young man who recently returned from the Mexican border, is locked up charged with being one of the men who took part in the outrage, and an extra guard is being maintained at the station house because of the angry attitude of the people.

"Dr. Artopoeus immediately notified the police and the best detectives were put on the case. Hewitt is already locked up, and the arrest of two others is expected shortly."

6—Opinions of Governmental Officials

Prosecutor of the Pleas, Mr. J. H. Harrison, has only recently come into office and prefers not to make a statement of opinion in regard to a State police in New Jersey.

Former Prosecutor of the Pleas, Mr. Fred F. Guild, does not see any advantage to be gained in Essex County by a State police patrol. He does not consider that even the rural sections of the county would be more adequately protected by such a force.

Assistant Prosecutor of the Pleas, Mr. Wilbur A. Mott, is of the same opinion as the former Prosecutor.

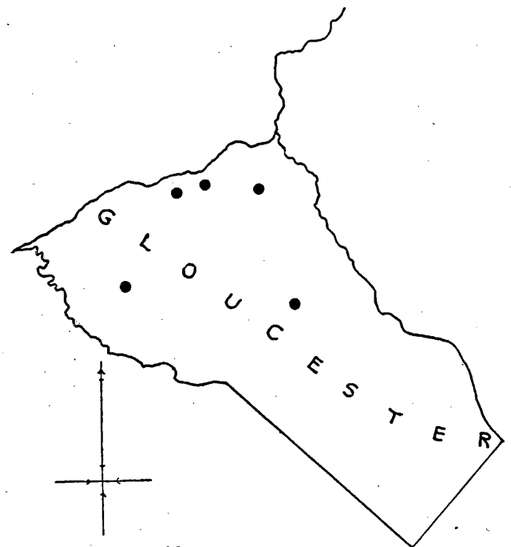
Sheriff, Mr. Ralph B. Schmidt, says he does not see the need of a State police.

Chief of the County Detectives, Mr. Frederick Hemmer, stated that he needs a force of 25 men to handle efficiently the work of detection and apprehension of criminals. His present force of men is inadequate. At present one man handles all homicide and extradition cases. The others are obliged to work up the cases for the Prosecutors and assist them in court. The little time remaining is spent apprehending criminals, he said. At present there are 15 cities, boroughs, towns and townships having police, the remaining seven rely on the marshals and constables. The need of additional force is imperative but Mr. Hemmer does not feel that a system of State police alone would solve the problem.

7—Summary

Essex County is largely urban and suburban. Practically all of the county is well policed by the local forces. The Essex County park police are doing very effective work. The greater part of the county is already adequately protected but there is some crime in the northern section of the county which is not under patrol. It would seem that a well organized central State detective bureau could give much valuable assistance to Essex County officials.

GLOUCESTER COUNTY



Areas outside Municipalities, indicated by dots ● have little or no police patrol.

There is police patrol in five municipalities. The remaining unpatrolled area contains 83% (or 36,396) of the total population and 80 %(or $14,940,104) of all devastable property in county.

83% of the complaints of crime during 1912-1916, have come from boroughs and townships and 17% from cities.

30, or over 8% of criminals indicted during 1912-1916, have become fugitives.

485, or 54% of complaints of crime during 1912-1916, have not resulted in punishment to criminal.

Forest fire loss in 1915 was $11,955.

Prosecutor strongly favors State Police.

1—The Geographical and Sociological Nature of the County

Gloucester County, situated near the center of the southern third of the State in the second tier of counties inland from Delaware Bay, is roughly oblong in shape and extends in a southeasterly direction about half way across the State. It has a water front of about 20 miles on the Delaware River and extends inland about 28 miles. Its southeastern extremity is only about 10 miles in width and its area is 332 square miles. There are in the county 21 cities, boroughs and townships with a population in 1910 of 37,368, of whom 3,409 or 9% were foreign, and 2,375 or 6% were negroes. The State Census of 1915 gave the county a population of 43,587, and Woodbury, the principal city, a population of 5,288. With the exception of the northwestern portion about Woodbury, it is almost entirely rural or wooded.

The West Jersey and Seashore and Atlantic City railroads pass through the county. There is an industrial section along the Delaware River, which has had a great recent development. The following factories are located in Gloucester County: Du Pont Powder Works, Gibbstown; Harrison Bros. Paint, Paulsboro; Standard Fuse Corporation, Paulsboro; I. P. Thomas Works, Paulsboro. The Vacuum Oil Company is erecting a very large plant on the Delaware River in Paulsboro. Outside of this northwestern section, practically the only occupation in the county is farming.

2—A Survey of the Police Protection in the County at Present

1. Municipal.

There is a municipal police in the following places:
Woodbury has force of 3 regulars and 2 specials.
Westville Borough has force of 2 regulars.
Pitman Borough has force of 2 regulars.
Clayton Borough has force of 2 regulars.
Paulsboro Borough has force of 3 regulars.
Glassboro Township has force of 1 marshal.
Swedesboro Borough has force of 5 marshals.

The reason for the large force at Swedesboro is that many negroes come from the South to this place for the summer and give much annoyance.

2. County.

The remaining 15 boroughs and townships of Gloucester County depend for protection almost entirely upon the Prosecutor and his assistants. There is no county detective since the law provides only $600.00 a year for detective hire and this is insufficient to get a good man, so that the Prosecutor or his assistant either act personally or turn the case over to the constable at $3.00 per day or the Sheriff or an expert detective at $8.00 per day. The county paid $200.00 for detective service to one agency in connection with the robbery of a Catholic priest by one who was never apprehended. There are about 35 constables in the county, generally inefficient as regards prevention of crime and apprehension of criminals. The Prosecutor's office has not called upon the Sheriff to apprehend criminals more than 6 times in the last three and one-half years.

3. Private.

Some of the factories, among them the American Ammunition Company of Paulsboro, have a police system of their own. The Campbell's Soup Farms maintain two special officers.

3—The Adequacy of the Present Protection

1. The Amount of Unpunished Crime.

a. Crimes for which there is no record.

The investigation of the recorded crimes has been confined to the records of the Prosecutor's office and County Clerk. No investigation has been made of the records of the justices of peace. There is very much crime in this county which is not recorded. There has been a large amount of house breaking, wire stealing, chicken stealing, carrying of concealed weapons by negroes and Italians, and horse stealing. House-

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boat colonies along the Delaware annoy residents. Rowdies from South Philadelphia often cause disturbance. The Philadelphia riff-raff have troubled the county very much in farming regions and along the bank of the Delaware. Chicken stealing has been an annoyance in all parts of the county.

b. The number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

The total number of recorded complaints in the Prosecutor's office from January 1, 1912, to December, 1916, was 887. Four hundred and two of these resulted in Grand Jury indictments or Special Sessions prosecution. Four hundred and eighty-five or 54.5% of the whole did not result in a Grand Jury indictment or Special Sessions prosecution. The great difference between the number of complaints and number of prosecutions or indictments based on them would seem to indicate the lack of facilities for obtaining evidence. Some of the complaints may have been unfounded but this will account ordinarily for only a small number. It is probably true that most of these complaints, which have no result, were based on actual crime committed as to which there was not sufficient evidence to indict any particular person. The following table shows the percentage of non-resulting complaints for each year.

Comparison between combined number of Grand Jury indictments and Special Sessions cases and number of complaints, 1912-1916.

	Complaints.	Indictments and Special Sessions.	Complaints which did not result in indictments or Special Sessions cases. Number.	Per Cent.
1912	155	90	65	42%
1913	168	76	92	54.8%
1914	176	89	87	49.4%
1915	210	59	151	72%
1916	178	88	90	50.5%
	887	402	485	54.5%

About 37 of the complaints in the Prosecutor's office at Woodbury had been removed to Trenton to the files of the Attorney General were inaccessible and were not calculated.

c. The number of criminals indicted by the Grand Jury but never apprehended.

Below is a list of cases in which indictments were found against persons, who are now fugitives. There is a total of 30 fugitives.

Fugitives

1912	1.	J. D.....Horse and Wagon Stolen
1912	2.	F. T.....Malicious Barn Burning
1912	3.	J. O.....Larceny, 3 Indictments
1912	4.	W. J. L.....Breaking and Entering, Larceny
1912	5.	J. D.....Rape
1912	6.	J. B.....Larceny, 2 Cases
1912	7.	C. B.....Unlawful Conversion
1912	8.	H. S.....Breaking and Entering, Larceny and Receiving
1912	9.	S. V.....Murder, 4 Indictments
1912	10.	G. R.....Assault
1913	11.	L. S.....Horse Stealing
1913	12.	J. S.....Horse Stealing
1913	13.	H. S.....Illegal Selling, 2 Indictments
1913	14.	G. P.....Carrying Concealed Weapons
1914	15.	F. K.....Larceny
1914	16.	C. P.....Larceny
1914	17.	J. B.....Atrocious Assault and Battery
1914	18.	N. B.....Assault and Battery
1914	19.	A. H.....Chicken stealing
1914	20.	R. K.....Desertion
1914	21.	J. R.....Assault and Battery
1914	22.	W. A.....Atrocious Assault and Battery
1914	23.	M. S.....Abandoning Infant Child and Manslaughter
1914	24.	J. A. S.....Unlawful Conversion
1916	25.	E. J.....Grand Larceny
1916	26.	C. C.....Grand Larceny
1916	27.	A. P.....Grand Larceny
1916	28.	R. H.....Grand Larceny, $263.50
1916	29.	M. K. B.....Grand Larceny
1916	30.	E. L.....Grand Larceny

But in addition to the fugitives who escape after indictment, there are many who escape before indictment. There were 17 cases of breaking and entering with no one apprehended. There were also two instances where the defendants were credited with 9 and 10 cases before they were apprehended. They were not indicted for 19 cases, but were credited as committing them. The 17 cases above mentioned are distinct and having nothing whatever to do with these two cases.

There were 26 cases of larceny, no one apprehended. The amount stolen in these cases was estimated to be about $3000.00.

There were two robberies, the amount stolen, $103.60, and no one was apprehended. There were three cases of rape and no one was apprehended; three cases of murder and no one apprehended. There were three sudden deaths, a person was found dead in the woods with evidence of foul play, and no one was apprehended.

Below is a further list of crimes committed in Gloucester County, for which no one was apprehended and in most instances no one indicted.

Burning of Barn and Stable,
Township of New Deptford.

Robbery of $7,000.00,
Residence of Rev. Michael Dolan,
City of Woodbury.

The county paid a detective agency about $200.00 and in addition offered a reward of $250.00. Money never recovered, and no one was indicted.

A. M. Seabrook, of Glassboro,
Highway Robbery, 1914.

Mr. Seabrook was waylaid on a lonely road and robbed of $3,000.00; never recovered. The county spent $331.95 for detectives.

Burning of Bathhouse of John Donohue.

No one was ever convicted. There was not sufficient evidence to convict any one.

Barn burning, South Harrison.

Robbing stores of Glassboro in 1914.

The county spent $309.00. No one was apprehended.

The stores of Harris, Finbery & Whitney robbed.

Fifty baskets of apples stolen from the farm of Wm. C. Evans, Elks Township, Oct. 12, 1915.

Part of this produce was recovered.

The City of National Park wrote to the Mayor in 1912 about the anarchy and disorderly houses on river front.

Glassboro Board of Trade, in 1913, fearing crooks, asked for protection of 10 detectives for At Home Day, August 28, 1913, through W. A. Docones, Jr., Secretary of the Board.

There have been numerous fires in parks.

2. The Effectiveness of the Sheriff-Constable System.

Perhaps the best index to the effectiveness of the sheriff-constable system is the amount of rural crime, and judging from this it is not efficient either in preventing crime or apprehending criminals. The reason for this is plain. Constables are elected. The principal duty of their position is the serving of papers for the Sheriff, usually in civil cases. They are not selected with any idea of their fitness to apprehend criminals and as there is no patrol they can do practically nothing to prevent crime. There is one conspicuous example in this county of the inefficiency of constables. One constable after making an arrest got drunk and let the defendant escape from his custody.

3. The Cost of the Present Protection. (*a*)

The county paid out for special detective service in

1912.....	$856.39
1913.....	602.99
1914.....	541.64
1915.....	543.85
1916 to Nov. 27.....	103.51

a total from January 1, 1912, to November 27, 1916, of $2,648.38.

For the year 1915 the constables were paid for attendance on Courts $1,227.50. During the same period $244.98 was paid to constables for detective service. Justices of the Peace were paid $841.29, which included some constable fees other than detective service.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes.

The following tables show the total number of complaints, indictments and Special Session cases for the last five years:

a. Complaints. 1912 to 1916.

	Distributed by Years. To Nov. 1.						Distribution by Locality.				
	1912.	1913.	1914.	1915.	1916.	Total.	City.	Boro.	Town-ship.	Not Given.	Total.
Assault	..	..	..	2	..	2	..	1	1	..	2
Atrocious Assault and Battery	8	7	4	8	5	32	7	10	15	..	32
Assault—Attempt to Kill	6	6	6	..	5	23	..	3	20	..	23
Arson	1	1	1	1	..	4	..	..	4	..	4
Auto Stealing	..	..	..	2	3	5	2	1	2	..	5
Motorcycle Stealing	..	..	..	1	1	2	..	1	1	..	2
Abduction	..	..	..	..	1	1		From Penn.		1	1
Assault, Intent Carnal Abuse	..	1	2	1	..	4	1	2	1	..	4
Assault and Battery	53	56	43	60	62	274	45	83	146	..	274
Adultery	..	1	1	1	1	4	..	..	4	..	4
Breaking and Entering	14	7	26	13	15	75	10	23	42	..	75
Bigamy	..	1	1	..	..	2	..	..	2	..	2
Barn Burning	..	2	1	..	2	5	1	..	4	..	5
Board Bill	1	..	1	..	..	3	2	1	..	..	3
Carrying Concealed Weapons	11	7	9	2	12	41	8	11	22	..	41
Carnal Abuse of Infant	..	1	..	1	..	2	1	..	1	..	2
Chicken Stealing	3	4	3	4	4	18	..	4	14	..	18
Conspiracy	..	2	..	..	..	2	..	2	..	..	2
Cruelty to Children	1	..	1	2	..	4	1	2	1	..	4
Black Hand	..	..	..	1	..	1	..	..	1	..	1
Disorderly House	..	1	3	2	..	6	2	1	3	..	6
Desertion	2	1	2	3	3	11	5	2	4	..	11
Adultery Attempt	..	..	..	1	..	1	..	..	1	..	1
Careless and Reckless Driving	..	..	..	1	..	1	..	1	..	..	1
Embezzlement	2	1	..	2	5	10	1	2	7	..	10
Election Law	2	1	1	..	..	4	1	..	3	..	4
False Pretense	3	4	2	2	2	13	3	3	7	..	13
Forgery	..	5	3	..	1	9	1	5	3	..	9
Fornication	..	..	1	1	1	3	..	1	2	..	3
Gambling	..	1	1	2	3	7	..	3	4	..	7
Horse Stealing	4	6	1	5	3	19	2	7	10	..	19
Horse and Wagon Stealing	..	..	..	2	..	2	..	1	1	..	2
Incorrigible	1	1	..	1	..	3	1	..	2	..	3
Illegal Selling and Disorderly House	3	3	..	2	1	9	..	1	8	..	9
Kidnapping	1	..	..	..	1	2	1	1	..	..	2
Lewdness	..	3	..	2	..	5	..	2	3	..	5
Larceny and Receiving	19	23	28	40	25	135	20	40	75	..	135
Larceny, Grand	..	..	..	1	..	1	..	..	..	1	1
Motor Vehicle	..	1	..	2	..	3	..	1	2	..	3
Malicious Mischief	5	8	8	6	2	29	4	7	18	..	29
Murder	1	..	..	2	1	4	..	..	3	1	4
Manslaughter	..	..	2	..	..	2	1	1	..	..	2
Malfeasance	1	..	1	..	..	2	1	..	1	..	2
Perjury	..	1	..	1	2	4	..	..	4	..	4
Practising Medicine Without License	..	..	1	..	..	1	..	..	1	..	1
Rape	6	1	1	2	1	11	..	2	9	..	11
Rape Attempt	..	..	1	3	2	6	1	1	4	..	6
Riding Freight Trains	..	..	..	..	1	1	..	1	..	..	1
Obstructing Officer	..	..	..	..	5	5	..	..	..	5	5
Robbery	..	..	..	1	4	1	6	2	2	2	..	6
Highway Robbery	1	1	2	1	1	6	1	2	3	..	6
Robbery and Larceny	..	..	1	..	..	1	..	..	1	..	1
Receiving Stolen Goods	1	..	..	..	..	1	..	1	..	..	1
Sudden Death	..	4	1	2	..	7	..	1	6	..	7
Seduction	..	..	..	2	..	2	..	1	1	..	2
Slander	1	..	..	..	..	1	..	..	1	..	1
Threats	3	3	12	15	5	38	4	10	24	..	38
Unlawful Conversion	..	3	3	3	1	10	5	2	3	..	10
Fugitive	1	..	..	..	..	1	..	..	..	1	1
Breaking Prison	..	..	1	..	..	1	1	..	..	..	1
Criminal Libel	..	..	..	1	..	1	..	..	1	..	1
Total	155	168	176	210	178	887	135	246	497	9	887

b. Indictments and Special Sessions Cases.

1912 to 1916

	1912	1913	1914	To Nov. 1 1915	1916	Total
Atrocious Assault and Battery.	5	6	3	2	2	18
Assault, Intent to Kill	2	3	..	2	2	9
Arson	2	..	1	2	1	6
Assault, Intent Carnal Abuse	..	1	1	..	..	2
Assault and Battery	18	19	14	10	6	67
Auto Stealing	1	..	..	2	..	3
Adultery	..	..	2	..	..	2
Breaking and Entering	13	6	19	5	13	56
Breaking and Entering and Larceny	1	..	..	..	..	1
Barn Burning	2	2	1	..	..	5
Carrying Concealed Weapons	8	7	9	4	..	28
Conspiracy	..	1	..	..	1	2
Chicken Thief	3	2	1	1	..	7
Disorderly House	..	..	1	1	..	2
Desertion	3	2	1	1	..	7
Embracery	..	1	..	..	..	1
Embezzlement	1	..	2	..	..	3
False Pretense	..	1	2	..	..	3
Forgery	..	1	2	..	..	3
Fornication	..	..	1	..	..	1

(*a*) George E. Pierson, County Collector.

Gambling	..	..	..	1	..	1
Horse Stealing	5	7	1	..	1	14
Illegal Selling	5	2	..	4	..	11
Lewdness	..	1	..	2	..	3
Larceny	12	10	16	16	13	67
Larceny from Person	1	..	1	..	..	2
Larceny as Bailee	2	..	1	..	1	4
Malicious Mischief	1	1	2	2	..	6
Murder	1	..	..	1	..	2
Manslaughter	..	..	2	..	..	2
Malfeasance	..	1	..	..	..	1
Nuisance	..	1	..	..	..	1
Rape Statutory	..	..	..	..	1	1
Rape	3	..	..	1	..	4
Rape Attempt	..	..	..	1	..	1
Robbery	..	..	3	1	..	4
Unlawful Conversion	1	1	3	..	..	5
	90	76	89	59	41 (a)	355

2. The Amount of Rural Crime.

The following table shows that the complaints were, in proportion to population, slightly more numerous in the cities than in the boroughs and townships. This, however, would be expected, since in places where there is a police patrol fewer criminals escape undetected. There is naturally less unrecorded crime in police patrolled cities.

There is a greater proportion of assault and battery, breaking and entering, and larceny and receiving cases in Woodbury city. This may be in part explained by the fact that many fine residences are located in Woodbury, thereby occasioning more breaking and entering and larceny cases.

	Distribution of population to locality, (State census 1915)		Distribution of complaints as to locality (excluding cases where locality was not given.)	
	Number.	Percent.	Number.	Percent.
Cities	5,300	12.2%	135	15.3%
Boroughs	12,600	28.9%	246	28 %
Townships	25,700	58.9%	497	56.7%
Total	43,600	100 %	878	100 %

It has already been shown that there is a large amount of chicken stealing throughout the county and a good deal of annoyance in the Delaware River section from house-boat people, Philadelphia rowdies and negroes who carry concealed weapons. The farmers in the eastern part have been annoyed very little.

The instance of unapprehended and unrecorded crimes given above were mostly in rural districts. H. F. Hoe, Superintendent of the Campbell's Soup Farms, two of which, containing about 3000 acres are located in Gloucester County, says that it is always necessary in order to protect their crops to have one or two special officers; that a pier has been set on fire three distinct times and the last time destroyed; that whenever buildings are vacant on this property they are destroyed by fire. At Asbury, N. J., where the Riddy Plant is located, there is not even a constable within four miles.

There have been a great many hold-ups on the State road near Malaga and Downstown. Reference is made to the clipping from the *Gloucester County Democrat* of October 21, 1916, given below. During that week there were about half a dozen automobiles held up along that road by bandits and in some cases they robbed the occupants of considerable money.

3. The Foreign Problem of the County.

The newly established plants along the Delaware River employ mainly foreign laborers. There is considerable need for police patrol in this section.

4. Riots in the County.

There have been a few riots in the county. The Sheriff was called out by the Prosecutor's office in the New Field garment workers' strike. He was also called out to quell a disturbance in a Gypsy camp.

5. The Forest Fire Problem in the County.

The following table, from the 1915 report of the State Fire Warden, shows the number and cost of forest fires in Gloucester County for that year. (a)

County and Township.	Number. Forest Fires.	Number. Embryo Fires.	Acres. Burned.	Loss to Forests and Other Property.
Gloucester County,				
Clayton (Boro.)	2	..	105	$150
Elk	1	..	25	50
Franklin	22	2	11,525	9,910
Monroe	6	2	1,342	1,845
Total	31	4	12,997	$11,955

Only about one-third of the county is much wooded and in proportion to the wooded area, the total loss in 1915 of approximately $12,000.00 was very high and shows a need for better fire protection.

6. The Enforcement of the Fish and Game Laws.

As in other rural counties there are many violations of the fish and game law, which never come to the notice of the authorities. It is very difficult to estimate the number of these, but it is certain that patrol would have some effect in deterring these violations and in apprehending offenders.

7. The Enforcement of the Road Laws.

The problem of violation of the road laws is perhaps not so great in Gloucester County as in Camden County. Still there are very many violations of the speed laws, most of which are never taken account of by the authorities as there is no means of finding out about them. There have been very many highway robberies on the roads in Gloucester County, and this condition is becoming a very serious one.

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. Several representative news items and a letter have therefore been given, in regard to the Gloucester County police problem.

Gloucester City. *September 2, 1916.*

Woman is Found Bleeding Along Railroad Tracks.

"Mrs. Sullivan, who is the housekeeper in one of the boat houses of the Newton Creek, was found lying across the tracks of the Atlantic City Railroad last night in an unconscious condition. Word was telephoned to the City Hall, and Constable Headley, who happened to be at the hall, and Policeman Harry Lincoln hurried to the scene. She was bleeding about the face. She was taken to the City Hall in a jitney and Dr. J. Alonzo Beek was summoned to treat her. It is alleged that she was beaten up by the man for whom she kept house, and she was put out. How she came to be lying on the railroad tracks is a mystery."

Woodbury. *February 4, 1916.*

Politics Clogs Justice Wheels of Gloucester.

"Crime has a fine chance to go unpunished in a county like Gloucester, if left long without a Prosecutor. There are many comparatively small communities with untrained and in some instances, apparently inadequate police protection. The Prosecutor is the director of the police machinery to a much larger extent than in the more populous counties. Once a crime is committed, he is not only appealed to promptly, but practically the whole burden of running down the criminal is left upon him. With deputies from the Attorney General's office, who are living in other counties and therefore not so easy of access replacing a Prosecutor, it is easy to see the possibilities.

"Person living in north Jersey may not realize the potential need of a Prosecutor in a county like this. Gloucester is not a region of farms alone; it is rapidly becoming the center of many industries. The du Ponts have a powder plant at Gibbstown, which is being enlarged on account of the war trade; the American Ammunition Company has a factory at Paulsboro, the Whitney Glass Works are at Glassboro and other glass plants at Williamstown. Industrially, Gloucester is expanding and it has the traits of every community that is going through that process.

"Liquor is easy to get and the consumption of it is probably on the same average in the industrial sections as in similar districts everywhere. The possibilities of serious crime here are not less than elsewhere. Former Prosecutor Summerill is authority for the statement that in his three years and nine months of office, the criminal business of the county increased fifty per cent. In the neighboring county of Salem, which is also being quickened by industrialism, there is as much business in the prosecutor's office now in one month as formerly in a year."

Gloucester County Democrat. *October 21, 1916.*

Bandits Rob Autoists.

"Highwaymen got busy on Sunday morning on the State road between Malaga and Downstown and at pistol point held up several autos and relieved the occupants of considerable cash.

"The first heard of the robberies was when a Pennsylvania car drove into Newfield, and called for a posse to run down the highwaymen, who were described as two rough looking young men armed with revolvers.

"Charles Hartman, a letter carrier of Newfield, headed a posse with shotguns, and while the men were looking for the thieves the two last robberies occurred near Downstown.

"One of the victims, W. G. Wallet, of Virginia, stopped over night and made formal complaint to the authorities. W. Gallagher of Trenton, who was forced to give up $65, described the one bandit who came out into the road as weighing about 150 pounds, medium height, wearing a blue colored slouch hat and dark suit. The highwayman's face was covered with what looked like a piece of colored shirt. The second highwayman stood on the edge of the woods leveling a rifle. Everett Kulp of Vineland was also held-up by the same man and was robbed of 73 cents, all the money he had with him.

"Wallet reported to Officer Nichols that a Pennsylvanian who did not give up his cash was dragged from the car and mauled. When he got free he jumped into his car and refused to stop when the relief posse hailed him.

"Soon after midnight Tuesday morning near Absecon, a car owned by a wealthy resort family, whose identity is withheld by the police, was ordered to stop by a man who stood in the centre of the road with his cap pulled down over his face. The chauffeur, whose name is Widlanski, put on full speed and as the car shot by the hold-up man sent a bullet through a sidelight. The machine was stopped a half mile further on and the chauffeur armed with a heavy wrench, went back to investigate but found no trace of the man.

"David W. Dibb of Ocean City, who was one of the automobilists held up and robbed on the road near Malaga Sunday, has asked Chief of Police Scull to stop payment on a check for $100 of T. O. Mitchell, of Philadelphia, and a check for $10 of May E. Farrel, which the bandits got. Mr. Dibb says that the man with two revolvers 'didn't look good to them and they coughed up.'"

From Letter of L. W. Albright, *October 24, 1916.*
182 South Broad Street,
Woodbury, N. J.

"In the question of raids and hold-ups, I can only add that Gloucester, Salem, Cumberland and Atlantic Counties have had numerous auto hold-ups and attempted hold-ups within the past two months, the latest attempt being near Malaga on Sunday last.

"The files of the daily papers are recording them almost daily and several hold-ups have resulted in severe losses to the occupants of the cars. This class of crime is increasing all the time, particularly in the lower counties, and I am of the opinion that too little attention is being paid to this class of crime in the wilds of South Jersey."

6—Opinions of Governmental Officials

The Prosecutor, Mr. Daniel W. Beckley, is strongly in favor of a rural police to curb the lawless foreign element, who, he says, are not stopping at any kind of crime. The condition needs immediate relief, he thinks.

The former Prosecutor, Mr. Joseph J. Summerhill, when asked who would be able to give an accurate account of the needs of a State police for Gloucester County replied: "No one knows the crime condition; my word should be sufficient that more efficient handling of criminals is needed. What does the private citizen know of the large number of cases happening in the county? The Prosecutor is the only person who would know exactly the need for a State police for he is in touch with the entire problem—not only a part of it. I strongly favor a State police to subdue the conditions soon to be encountered."

7—Summary

Gloucester County is neither very large in size or in population. It is merely a rural county and municipal police protection is found only in scattered localities, while the Prosecutor's office doesn't even employ a regular detective.

Fifty-five per cent. of the complaints of crime which are made in the Prosecutor's office do not result in an indictment or Special Sessions prosecution. These may show a large number of unfounded complaints, but, also undoubtedly, show many well-founded complaints as to which there are no facilities for obtaining evidence.

Many cases of serious crime have taken place in this county for which no one has yet been apprehended.

Thirty persons who have been indicted for crime are now fugitives. There is a very large amount of rural crime which is not recorded and also a large amount unapprehended.

Recently there have been an unusual number of highway robberies upon Gloucester County roads. There is an increasing foreign problem.

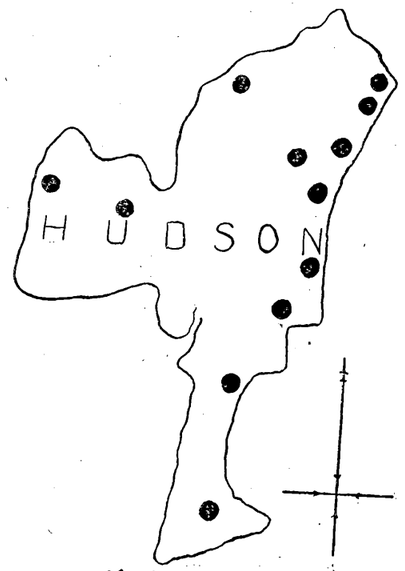
The present and former Prosecutors, who are the only persons in the county directly concerned with the problem of the county crime are strong in support of a State rural police force.

The above conditions would seem to indicate the need in Gloucester County for a State police.

(a) There were 47 indictments returned at the October, 1916, session of the Grand Jury, which are not included in the above table.

(a) Report of the Department of Conservation and Development for the year ending October 31, 1915.

HUDSON COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

The great part of the valuable sections of Hudson come under local police protection.

963, or 18.8% of all criminals indicted during 1911-1916, have become fugitives.

6611, or 47% of all complaints of crime during 1911-1916, have not resulted in punishment to any criminal.

Bayonne riots cost county $20,000 and Bayonne $10,000 for hired deputies in 1915; and cost Bayonne $10,000 for hired deputies in 1916.

Prosecutor declares that his attitude is "negative."

1—The Geographical and Sociological Nature of the County

Hudson County contains 13 cities, boroughs, towns and townships and had a population of 537,231 in 1910 by the United States census, of whom 174,960 or 32% were foreign.

The entire county is situated near New York City, the northern portion being separated from Manhattan Island only by the Hudson River. Communication between Jersey City and New York is excellent. It requires five minutes to pass from one city to another through the Hudson Tunnels. In Hudson County are located the freight terminals of most of the railroads that supply New York City.

The county is the smallest in area in the State, consisting of only 43 square miles. It ranks first in population, the population by the State census of 1915 being 559,371. The population of Jersey City was 270,903; Hoboken, 67,611; Bayonne, 64,461; West Hoboken, 38,776. The two townships of North Bergen and Weehawken had a combined population of 34,000. The two boroughs of Secaucus and East Newark a combined population of 5700.

The county is almost entirely urban and suburban. Bayonne, Jersey City and West Hoboken are situated on what is in fact a peninsula to the west of which is the Hackensack River and Newark Bay; to the south the Kill von Kull; to the east New York Bay and the Hudson River. There is also included in the county a small section west of the Hackensack River and east of the Passaic River. Harrison and Kearney are located in this section. These towns are really suburbs of Newark and connected in interest with Newark, although located in a different county.

Hudson is industrially the most important county in the State. The total value of the manufactured products is considerably greater than that of Essex County. Jersey City in value of manufactured products ranks second among the indutsrial centers of the State; Bayonne third; Hoboken tenth, and Harrison eleventh. Bayonne is the largest center of oil industry in the world.

2—A Survey of the Police Protection in the County at Present

1. Municipal.

The cities, Jersey City, Hoboken, and Bayonne. which embrace the larger area of the county have comparatively large police forces. The smaller municipalities such as Harrison and Kearney have very small police forces and the portions of the county outside of the three larger cities have no continuous police patrol.

2. County.

In addition to the Sheriff's deputies, there are ten detectives in the Prosecutor's office.

3. Private.

Many of the large factories in Jersey City and Bayonne maintain at all times forces of private watchmen. During the strikes in Bayonne nearly all of the companies were forced to employ armed guards to protect their property, the Standard Oil Company using as many as 300 and the other companies smaller numbers.

3—The Adequacy of the Present Protection

1. Amount of Unpunished Crime.

b. The number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

The records of the Prosecutor's office show that during the past five years from December, 1911, to December, 1916, there were 13,931 complaints of crime; of these 7320 resulted in Grand Jury indictments or Special Sessions prosecution, 6611 failed so to result. This means that 47% of the complaints were non-resulting, and would indicate in this urban county a lack of facilities for obtaining evidence. The handling of complaints of crime in Hudson County is made more difficult

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator Gale Pheasant and from correspondence with officials and the public generally.

because of the ease with which criminals may escape to New York by the tubes or ferries.

c. The number of criminals indicted by the Grand Jury but never apprehended.

There were 5109 indictments found by the Hudson County Grand Jury during the years 1911-1916. Of these 963, 19% of the entire number, were never apprehended and are now fugitives. The ease of escape from Hudson County to another State accounts for the fact that many of these fugitives were able to elude the county authorities.

2. The Cost of Additional Protection.

The City of Bayonne expended $10,000 in 1915 and the same amount in 1916 in salaries for special police, equipment, food, lodging, etc, in connection with the Standard Oil strikes. Hudson County paid out $20,000 for deputies in 1915, during the Standard Oil strike. Thus the total cost to government agencies in Hudson County, for additional protection during the last two years was $40,000.

The cost to private companies for additional protection and losses occasioned by lack of protection were much greater. For example the employes of the Tide Water Oil Company, did not strike, but owing to the mobs of rioters on the streets, the company was compelled to keep all the employes in the plant during the strike, feeding and housing them there. Many of them were armed as guards and paid extra money for this. The total cost in 1916 for guards, overtime to men who were kept in the plant, food and housing was $50,000 to this one company. This was directly due to lack of police protection for the men going to and coming from their homes. The employes of this company were not in strike and were anxious to work.

In 1915 rioters set fire to buildings of the Tidewater Oil Co., causing a loss of $10,000.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crime in the County.

a. Complaints, Indictments, and Special Sessions Cases and Fugitives.

The following table from the Prosecutor's records gives the number of indictments, Special Sessions prosecutions, fugitives and complaints for the years from 1912 to 1916 distributed according to terms of court.

Term.	Indictments.	Special Sessions.	Fugitives.	Complaints.
December, 1911...	361	139	82	868
April, 1912.....	304	182	76	1,403
September, 1912..	328	73	49	717
December, 1912...	378	91	49	820
April, 1913.....	235	242	30	1,137
September, 1913..	321	123	51	650
December, 1913...	429	125	72	827
April, 1914.....	337	282	58	1,266
September, 1914..	375	134	70	691
December, 1914...	365	178	59	1,036
April, 1915.....	359	239	63	1,213
September, 1915..	310	71	58	662
December, 1915...	352	108	71	726
April, 1916.....	321	154	67	1,265
September, 1916..	334	70	108	650
Total.....	5,109	2,211	963	13,931

2. The Amount of Rural Crime.

There are no really rural sections in Hudson County. Police of Jersey City, Bayonne and Hoboken patrol the greater area of the county. Yet there are complaints of insufficient protection by manufacturers whose plants are near the boundary lines between Hoboken and Jersey City, and Bayonne and Jersey City.

The remaining nine boroughs, towns and townships have but small police forces, and there are many complaints of crime in these districts.

3. The Foreign Problem of the County.

In 1910 one-third of the inhabitants of the county were of foreign birth. The total number of foreigners in the county is approximately 180,000, a greater number than in any other county of the State. The problem of dealing with this foreign element is thus a considerable one. It is most acute in Bayonne where there are many comparatively low paid unskilled workers. The riot problem arises largely in connection with foreign labor.

4. Riots in the County.

Hudson County is the most important industrial county in the State. The value of the products in this county exceeds that of any other. Probably a greater proportion of the inhabitants are engaged in industry in Hudson County than in any other county.

For this reason strikes and labor disputes have been more numerous. There were 473 strikes recorded by the New Jersey Bureau of Labor Statistics from 1911 to 1915. One hundred and twenty of these, about ¼ of the whole number, were in Hudson County. Twenty of these strikes were accompanied by violence and rioting; twelve of these by violence in a small degree and eight of these by violence in a larger degree. These twenty strikes are exactly one-third of the total number in the State as to which violence is recorded.

Extracts from the report of the Bureau of Labor Statistics relative to some of these strikes are given:

"October 23, 1911—A strike of express company drivers and helpers employed by the United States Express Co., at Jersey City, Communipaw, Hoboken and Weehawken, was begun on this date in sympathy with employes of the same company in New York City, who had inaugurated a strike for an increase in wages and the correction of certain alleged abuses which had grown up incidental to their work. The employes of the Adams and the Well Fargo companies joined the strikers in a body two days later, making in all about 2000 employes of these companies who quit work.

"The business of all three companies was brought to a standstill, and large numbers of cars laden with freight, much of it of a perishable character, were sidetracked at the terminals of the various trunk lines of the railroads along the Hudson River. Attempts on the part of the companies to deliver goods provoked iotous demonstrations of opposition at all points, and the police forces of the municipalities affected were kept busy suppressing disorder and protecting property. The United States Express Co. addressed a communication to the Mayor of Jersey City, calling attention to the utter impossibility of carrying on its business under existing conditions of mob violence, to which its wagons and employes were subjected wherever they appeared on the streets of Jersey City, and requested that in view of the manifest inability of the city authorities to afford adequate protection, the Governor of the State be called upon to place a sufficient number of troops in the districts covered by the strike to suppress all disorder. After a personal inspection of the scene of disturbance, and an investigation of the facilities for the preservation of order at the disposal of the municipal authorities, the Governor decided that aid from the State forces was not required at that time."

"March 8, 1912—Six drivers employed by the National Casket Co., at Hoboken, went on strike to secure an increase of wages and also to bring about the restoration to work of one of their number who had been discharged by the superintendent for insubordination. The drivers were being paid $10 a week and wanted $12. An express wagon sent to carry a casket from the factory to New York, was stoned on its way to the ferry, and a coal truck driver, approaching the works with a load of fuel, was warned against attempting to make a delivery under

threats of having his harness destroyed. The strike had continued little more than one day–when the superintendent of the company agreed to the demands of the men in the matter of wages, and the reinstatement of the man he had discharged.

"On March 12, the same man quit again on being informed by the manager that the settlement previously made had not received the approval of the board of directors of the company, and that wages would be the same as formerly, from $7 to $10 per week. Other men were employed at an agency in New York to take the drivers' places. One of these, while driving from Hoboken to Jersey City, was attacked by a crowd of over two hundred strike sympathizers, and escaped severe violence only through the efforts of his police guards. In the course of the meleé the driver fled and the casket was destroyed. Several undertakers in Hoboken and Jersey City were in sympathy."

"January 6, 1915—Twenty union men employed in the factory of Henry Wallmer & Son, manufacturers of cloth caps at Hoboken, quit work because some non-union men were employed by the concern. The strike was incited by members of the Cape and Cloth Hatmakers International Union, whose headquarters are in New York City. The factory was picketed entirely by members of the New York branch of that organization. These men defied the police when ordered to cease loitering around the works, and fifteen of them were arrested for assaulting a strike breaker; all gave New York addresses. These men were all discharged by the Recorder with a reprimand and a caution to avoid violence and respect the rights of others in the future. On February 3rd, three strikers and a factory workman were arrested and held under bail to stand trial. On February 10th another clash between the strikers' pickets and cap firm's employes resulted in one man being shot and dangerously injured. In every case of assault the men attacked were residents of Hoboken and their assailants residents of New York."

"January 16, 1915—One hundred and fifty garbage collectors, employed by a firm having the contract for the removal of street garbage and ashes in Jersey City, quit work because of a refusal by their employers to sign an agreement binding them to discharge the latest men employed in the event of its becoming necessary at any time to reduce the number. Many of the strikers applied for reinstatement after two days' idleness, but comparatively few of them were taken back at that time. Eight of the strikers were arrested for throwing stones at the new men of the trucks as these were making their rounds; seven of them were discharged for want of evidence and one was sent to the county jail for 30 days. Several clashes occurred at the garbage "dumps" between the strikers and those who had taken their places and on one or two occasions shots were fired and some of the men injured."

"January 18, 1915—Thirty-six men employed as cooks, waiters, dish washers and in other lines of restaurant work in a Paterson restaurant and lunch room went on strike because of a rumor that the newly engaged manager, who came from New York and was about to assume charge of that and other lunch stands in the city, intended to convert them all into dairy lunch concerns and replace the employes with others from New York whose wages would be $3.00 less per week. A conference between the owners of the concern and the strikers resulted in the latter returning to their places with the assurance that they would not be disturbed by the new management. The strike was successful and there was no wage loss."

The physical situation at Bayonne is peculiar. The Tide Water Oil Co.'s plant is surrounded by a high wall running up to East 22d street. All the other factories in the Constable Hook section are situated beyond the Tide Water plant. East 22nd street is the only inlet and outlet to the Constable Hook district. Constable Hook may be likened to a jug. East 22nd street forming the neck. Control of the Tide Water Co.'s plant is the strategic key to the command of the Hook. Hence in every strike, although the employes of this company did not strike, much of the rioting has taken place about its walls, and the company has been compelled to hire many guards, and has suffered much property loss. In 1916 the total estimated cost to this company for guards and housing men was $50,000.

5. The Standard Oil Strikers at Bayonne.

The riots previously summarized are insignificant when compared with the Standard Oil strikes in Bayonne in 1915 and 1916.

So many exaggerated accounts of what took place at these strikes have been printed, that it is hard to arrive at the exact facts. In both of them lawlessness and violence were extreme.

The following account of the 1915 strike is adopted from the report of the Bureau of Labor Statistics for that year as being a trustworthy source:

Bureau of Labor Statistics Report on Bayonne Strike in 1915

Beginning of Strike.

"On July 15th (1915) a strike, in many respects one of the most serious that has occurred in New Jersey in many years, began among a comparatively small group of employes of the Standard Oil Company's plant at Bayonne, known as still cleaners, who quit work early (2 A. M.) on the morning of Thursday, July 15th, because a request they had made for an increase of wages had been refused. The work being * * * disagreeable and trying, the strikers appeared to believe that securing men to take their places, in case of the management of the plant should decide on that course, would not be an easy matter. Men were engaged for that purpose, however, and their first appearance at the gates of the plant at Constable Hook, around which the entire body of strikers had gathered on the morning of the day following the walk-out, was the signal for an outbreak of mob violence that, with brief intervals of comparative quiet, lasted nearly three weeks and taxed all the resources of the municipal and county authorities to keep under control. There were occasions, in fact, when the forces at command of the civil authorities appeared to be unequal to the task, and it seemed probable that the military powers of the State would have to be invoked for the protection of life and property."

First Attack on Strike Breakers.

"An attempt of the crowd to prevent two van loads of strike breakers entering the plant was foiled by the police. Toward evening a number of strike breakers seen leaving the plant were hotly pursued by the strikers, but all but one of them escaped; this man took refuge in the barber shop, where he was surrounded by a number of strikers and beaten into insensibility. This outbreak was suppressed and some arrests were made by the police."

Crowds with Women and Children Around Works.

"The strikers were practically all Hungarians and Poles, and few among them had a sufficient knowledge of the English language to fully understand what was said to them in the way of admonition or advice.

This circumstance undoubtedly greatly increased the difficulties of the authorities in their efforts to restore order. Residents of the Hook section, where the works are located were active in displaying sympathy for the strikers, and during the entire time the disturbance lasted it rarely happened that a crowd composed largely of women and children was not assembled as near the gates of the plant as the guards would permit. The presence of the women and children in this and other crowds that gathered in the vicinity of the plant made impossible the employment of such vigorous measures for dispersing them as might otherwise have been used. The local police were under instructions to prevent rioting in any form, and the City Recorder took occasion to say while passing on the assault and battery cases growing out of the strike, that riotous disturbances would be sternly repressed, and persons brought before him charged with rioting, or inciting to riot, would, if proven guilty, be severely dealt with."

Intent to Paralyze Plant.

"Meetings were held where men arrested for riot and released on bail were enthusiastically applauded, and plans were made for bringing about an 'early and total cessation of the work in the great plant with a degree of energy and intelligent application of means to the end in view seldom, if ever before, shown by men of their class in a strike. Paralyzing the operations of the plant seemed to be the real objective of the movement; wage increase and improvement in working conditions, the ostensible purpose of the strike, appeared to be relatively unimportant.' Plans were made to delay loading of vessels at the company's wharves with cargoes of oil for foreign ports."

Two Thousand from Barrel Department Quit Work.

Within the plant the strikers succeeded so well that on the morning of the 19th two thousand employes of the barrel department quit work after demanding an advance in wages, at a time when ships were waiting to take large orders of barrels, filled and empty, to England and France."

Company Blamed for Starvation.

"Meetings were held in different parts of the city, especially near the plant, where the Standard Oil Company was unqualifiedly condemned, and efforts to close up the works were hailed with delight. Responsibility for the 'starvation' alleged by speakers at these meetings to be impending over the workmen's homes, was charged against the Standard Oil Company, while the strikers who had, by the voluntary abandonment of employment and wages, made starvation of wives and children a possibility, were applauded as heroes. On the 19th, the fourth day of the strike, about six hundred other employes were induced to quit work, and only a few hundred workers remained in the entire plant."

Officers Attacked and Injured.

"The situation was now such, because of the growing boldness of the strikers, as to require the adoption of the most stringent measures by the city authorities for safeguarding the company's property, and protecting employes who still refused to abandon their places, while passing back and forth between the works and their homes. The first serious clash between the strikers and the police occurred when a number of the latter, under the command of an inspector, endeavored to keep an open way for the men on their way to work. The inspector, with one officer, was standing just outside the gates of the employes' entrance when they were suddenly showered with bricks, stones and other missiles thrown by a large body of angry strikers who had rapidly closed in about them. The inspector was struck several times and received a serious cut across the forehead. The officers were thrown to the ground by the attack, and on recovering themselves fired their pistols over the heads of their assailants. A number of policemen stationed inside the plant came to their assistance and the crowd was forced back. During the rioting three men said to have been ringleaders in the attack on the police, were arrested and held to answer a charge of rioting and assaulting an officer."

Difficulty in Maintaining Strike Lines.

"Immediately following this display of a disposition toward violence on the part of the strikers, 'strike lines' were established by the police at a distance of about one-third of a mile from the works, inside of which unauthorized persons were not permitted to go. The strikers also established a picket line just outside that of the police. Meetings were held for the purpose of organizing all Standard Oil Company employes, and the barrel makers and still cleaners bound themselves not to go back to work until satisfactory terms were made with both divisions. Increasing boldness among the strikers and contempt for the restraint upon their actions, imposed by the police. seemed to follow the increase in numbers among the strikers, and day by day they were becoming more difficult to handle. Crowds congregated about the works from early morning until late at night, and the entire police force of the city was bept busy keeping them from closing in upon the works, particularly when, in the early morning and at the close of the working day, employes of the company, some of whom taken on to fill the places they had vacated a day or two before, were seen under police escort coming to or from the plant. This spectacle never failed to intensify the excitement of the thousands gathered at the most advantageous points for viewing it." These crowds were composed largely of women, which made the handling of them more difficult."

The First Collision Resulting in Death.

"These were the conditions in and about the strike area when, on the 21st of July, shortly after 8 o'clock in the morning, a number of men who had been engaged to work in the oil yards were being escorted to the entrance gates by the police. At the intersection of Twenty-second street and the road leading to the yards, the cortege was attacked by an angry mob that had gathered there and showered with bricks, stones, fragments of iron and other missiles, while a chorus of thousands of voices furiously denouncing the men seeking admission to the works as 'scabs' and demanding that they be killed, rang out over the general tumult. The police force on duty at this and other nearby points, about forty in number, among them some mounted men, rallied to their defence, but after a short time found themselves unable to resist the determined onrush of the mob. One mounted policeman was knocked from his horse, and several of the men whom they were endeavoring to protect were disabled and rendered helpless for the time being by missiles or weapons thrown by, or in the hands of the strikers. Ambulances conveying the wounded strike breakers, with policemen seated by the drivers, were attacked by the mob on their way to the hospital, and reached there only after having run the gauntlet of the thousands of angry men and women armed with sticks and stones who crowded in upon them from all sides. Flying stones disabled six policemen, one of them an inspector, and the ambulances carrying the wounded

strike breakers were perforated by large jagged rocks, and the already wounded men within them narrowly escaped further injury. The small group of policemen, finding the rioters hemming them in on all sides, drew their pistols and pointed them toward the crowd. It was while this was going on that a shot, claimed to have been fired by a policeman, struck John Steranc-sak, 19 years old, a striker who was with the crowd confronting the policemen, and killed him instantly. More shooting followed and others were struck by bullets, bricks, stones and other missiles among them several policemen."

MOB INFURIATED BY KILLING OF A BOY.

"The killing of the boy seemed to drive the mob mad, and it was only by the greatest exertions that the police, against whom for the time being their fury was directed, at last succeeded in disentangling themselves from the crowd. The uninjured ones among the strike breakers had fled toward the oil yard gates, closely followed by about two thousand of the strikers. About thirty guards employed by the oil company, armed only with clubs, came out of the yard where they were stationed for the purpose of assisting the police in protecting the strike breakers, but the overwhelming numbers of the mob compelled a hasty return of the guards to the yard. The pursued strike breakers, however, succeeded in gaining an entrance with them, and the mob was held in check at the gates and finally turned back by the determined attitude of two policemen armed with revolvers."

SHERIFF OF HUDSON COUNTY CALLED ON FOR HELP.

"The Mayor of Bayonne and the Commissioner of Public Safety called on the Sheriff of Hudson County for two hundred deputies, and at 12 o'clock noon the first detachment having arrived in the city, the men were sent at once to the scene of disturbance to aid the local police."

TIDE WATER COMPANY PLANT SET ON FIRE.

"The setting on fire of the Tide Water Company plant, situated in the same district, caused additional difficulties widening the field over which the small available force for suppression of disorder had to be distributed."

EMPLOYES OF OTHER PLANTS AFRAID TO GO TO WORK.

"During that day eight hundred men, employed in the Vacuum Oil Company and Tide Water Company, quit work because of the danger in going to and from the Constable Hook section. The Vacuum Oil Company, to avoid closing up, arranged to bring its employes over from Staten Island."

MANY INJURED.

"Up to noon on the sixth day of the strike seven men, between the ages of twenty and twenty-seven years, all said to be strikers and foreigners, were treated at the Bayonne Hospital.

THE SECOND COLLISION RESULTING IN DEATH.

"About 11:30 in the morning of the 22nd, a mob of about three hundred strikers attacked the gate at the northern end of the Tide Water Company's plant, bombarding it with stones, and also throwing wads of oil-soaked burning waste over the walls where lumber used in the barrel factory was stored. Fires started in this way spread to the factory building, and every possible effort of the employes and firemen within the plant were required to keep it under control and prevent its reaching the storage tanks. The guards determinedly resisted the concerted rush of the mob to gain entrance, and two foreigners were shot and killed and three others wounded."

STRIKERS SCALE STANDARD OIL CO. WALLS.

"On the same morning about two hundred strikers succeeded in scaling the walls of the Standard Oil Co. plant before they were seen by the guards. The guards warned the men to leave the place but instead of doing so, they responded with a volley of heavy stones and some pistol shots, under cover of which they made a furious charge, before which the watchmen slowly retired. The guards after having fired over the heads of the strikers several times in hopes of frightening them off, finally turned their rifles directly on them, and three men fell to the ground wounded. The crowd, carrying the wounded men along with them, retreated toward the wall, over which they had entered the yard, and were not further molested by the guards. The wounded men were with difficulty lifted over the high wall and hurried to the Bayonne Hospital in a vehicle which was impressed for that purpose."

SHERIFF AND ARBITRATOR ADDRESS STRIKERS IN VAIN.

"The Sheriff, accompanied by a man who was acting in the capacity of the strikers' arbitration committee, although not an employe of either of the oil companies, arrived in the strike zone while the struggle between the guards and the mob at the Standard Company's plant was going on. Both made their way with difficulty to the scene of strife at the northern gate, where the Sheriff attempted to address the strikers, but his efforts produced no effect, and those of the strike leader with him proving equally futile, both retired, leaving the struggle between the opposing forces raging as fiercely as before their attempted intervention in the interest of peace."

RAIN DISPERSES MOB.

"A heavy downpour of rain scattered the mob, and gave the firemen an opportunity to put out the fire which had been started near the oil, and the company moved the oil which was the most exposed to danger to tanks nearest the shore line on the Kills."

LAWLESSNESS AND FIRES.

"A condition of utter lawlessness pervaded, for the time being, the entire district in the vicinity of the works and roads leading to them. Fires, believed to be of incendiary origin, broke out in the Standard and Tide Water plants, and the united efforts of the employes who remained on duty and the Bayonne Fire Department were required to prevent the extension of the flames over the entire area covered by the works. Ships loading cargoes of oil were withdrawn from the docks and anchored in midstream; residents of the troubled district shut up their homes and took their families elsewhere, out of danger, until normal conditions could be restored."

SHERIFF ASKED FOR HELP TO CONTROL INCREASED DISORDER.

"On the sixth day of the strike, fires, requiring the utmost vigilance of the guards to prevent their spreading and starting new ones, were burning in various parts of both plants; streets leading from the railroad station to the plants were practically closed to vehicles by every description of obstruction, logs, telegraph poles, water pipes, and other bulky incumbrances being apparently placed there by strike sympathizers to increase the disorder of the district; and a threatening mass of strikers surged constantly about the plants. The present force of policemen, deputies, and watchmen being unable to cope with the situation,

the officers of both the Standard and Tide Water Companies sent a message to the Sheriff of the county, setting forth the serious condition in their district, and insisting upon sufficient help to aid them in establishing control of the situation."

IDLE MEN SWELL CROWDS WHICH THRONGED THE STREETS HERE.

"The forces available at this time for the preservation of order and the protection of life and property consisted of the Bayonne police, regular and special, numbering about one hundred; sheriffs' deputies, about three hundred, and about three hundred special guards, employed by the oil companies, all of whom were held inside the inclosures surrounding the works for the purpose of defending them against assault. None of these men were employed against the strikers outside of the company property at any time during the progress of the strike. The number of actual strikers at this time was approximately six hundred, but as the condition of disorder throughout the district had brought about a general suspension of work, about three thousand, six hundred men, almost the entire working forces of the companies occupying the Constable Hook oil district were idle, and whether in sympathy with the strikers or not, contributed largely toward swelling the crowds on the streets with which the authorities had to deal."

GOVERNOR REFUSES TO CALL OUT MILITIA.

"Messages from the Civic Association and the Bayonne Chamber of Commerce were sent to the Governor, requesting the calling out of the militia and placing the entire district under martial law. However, the Governor refused to take this step until the civil power of the county had been exerted to the fullest possible extent and proven incapable of dealing with the situation. The assistance of uniformed policemen from other towns in Hudson County was requested by the local authorities, and enough men were secured from them to bring the uniformed force confronting the strikers up to about one hundred."

NO ONE ON THE STREETS BUT STRIKERS AND OFFICERS.

"The terror diffused throughout the oil works district by the lawless conduct of the mobs, was such that only the strikers, their friends and supporters on the one side, and the regular and special officers who were endeavoring to suppress lawlessness on the other, were to be seen on the streets. The armed guards within the stockades were there for the protection of the plants, and none of them were permitted to pass outside the gates. The available police force was divided into two bodies, one for night and the other for day duty, and both were kept busy during their respective hours of duty, dispersing too demonstrative crowds, and suppressing small outbreaks in time to prevent their growing into riots."

FEDERAL ARBITRATORS COME TO BAYONNE.

"The city officials of Bayonne and the Sheriff of Hudson County had requested the Federal Department of Labor at Washington, D. C., for arbitrators to attempt a settlement and they arrived on the 23rd. After a survey of the scene of disturbance the two Federal mediators arranged to meet the City Commissioners, who were to act for the strikers, the general manager of the Standard Oil Company, and the local manager of the Bayonne plant."

FIRES IN VARIOUS PARTS OF DISTRICT.

"Owing, in part to the presence of the Federal conciliators, but more perhaps to the fact that the Sheriff's force of deputies had been increased and all saloons ordered closed by the city authorities while the strike continued, there was a noticeable decrease of disorder on this, the eighth day after the first contingent of strikers had quit work. It was the previous day's occurrences that caused the closing of saloons and stoppage of all traffic in intoxicating drink throughout the city. Among these was a serious fire, supposedly of incendiary origin, which destroyed $75,000 worth of property at the Standard Oil plant. The firemen, while on the way to the scene of the conflagration, found the streets leading directly to the works obstructed by cast iron pipes taken from beside the curb, where a trench had been dug for the installation of a new gas main, and other barricading material. A squad of policemen came to the assistance of the firemen, and the crowd responsible for placing the obstructions across the street were obliged to remove them quickly, which enabled the firemen to reach the scene of the blaze. The flames had spread to the Lehigh Valley Railroad tracks in the meantime, and seven cars loaded with coal were destroyed. Five tank cars of oil were caught in the flames and consumed, as was also a car filled with empty barrels which was standing on a siding near the blazing tank cars. The Mayor of the city and the Commissioner of Public Safety were at police headquarters all night directing the activities of the police. It was at this time, while the entire city was under the glare of the fire, that the municipal officials joined in a request to the Governor that the troops be called out. Reports made to the Governor by the Adjutant General of the State did not seem to justify such action, but it was decided to hold the militia in readiness for action if it should become necessary."

STRIKERS' COMMITTEE SUBMITS INDEFINITE TERMS.

"A committee representing the strikers submitted to the local manager a series of demands, calling for 15 per cent. increase in wages and 'improved working conditions.' They wanted some sub-foremen disciplined. These men it appeared were foreigners who used their slightly higher positions to gratify personal grudges. This was brought out at a meeting which received the reply of the local manager who promised to take the matter up with higher officials of the corporation who, alone, were able to grant the increase in wages. This reply, and also an offer by the Company to submit all questions in dispute to arbitration if the workmen would return to their places in the meantime, was rejected by the meeting. The Sheriff made an earnest appeal to the strikers and their sympathizers to maintain order, and avoid illegal demonstrations which would lead to forcible suppression and consequent bloodshed, and warned them against professional agitators from outside the community. One of these, Frank Tannenbaum, a self-constituted leader who was rather coldy received by the strikers because of his reputation as a riot agitator, urged the men not to go back to work on the grounds that their demands would be ignored and nothing would be gained from the sacrifices already made. A committee, which was sent to ascertain the maximum of concessions which the Company would be willing to make toward bringing the struggle to a close, reported that no discussion of grievances would be

entered upon by the company until all the men had returned to work. The company were willing to take on no new men, and the strikers' places were waiting for them. They also reported that the company officials had decided, in the event of their not returning, the plant would be closed up for an indefinite time. Without one dissenting voice, the meeting decided to continue the strike. On learning this decision. the Sheriff, who was present during the entire discussion, made a forceful and dignified address, in which he warned the men against the use of unlawful means for gaining their ends. Public sympathy, he said, was essential to their success, and this would surely be forfeited if an illegal act of any kind was committed by them. Property and individual rights must be respected and any attempt at violation of either would be resisted with all the authority and force at his command. After several other addresses the men scattered to swell the crowds on the streets."

DIFFICULTY IN RESCUING GUARDS OF THE TIDE WATER CO.

"On the way from the hall in which the meeting had been held, the Sheriff and Prosecutor succeeded in rescuing several guards of the Tide Water Oil Company, who had sought refuge in the house of a fire engine near the property of that corporation. The Sheriff, with the aid of a fairly numerous squad of policemen, succeeded in placing the guards in a powerful auto-patrol wagon loaned by the Deputy Director of Safety of Jersey City, and driving them to a place of safety outside the disturbed district. In its passage through the streets, the auto-patrol wagon was pursued by a mob from its starting point, and showered with stones and bricks by crowds as it was driven past at top speed. Numerous small encounters between strikers and suspected strike-breakers took place during the day, and practically every one not known to the crowd was so regarded, particularly if seen walking in the direction of the oil works and carrying a bundle. Such meetings almost invariably resulted in the unrecognized stranger being severely beaten."

GUARD SEVERELY BEATEN.

"A man, John H. Olson, a resident of Brooklyn, N. Y., said to have been one of the guards engaged by the oil companies, was seized by a number of strikers while passing through a crowd on Twenty-second street; a revolver and special police shield were found in his possession; the cry went up from all sides to 'kill him,' and the crowd, rushing in, beat him into a condition of insensibility. The man was rescued from the frenzied mob by the police, two squads of whom arrived upon the scene at the same time. This force was obliged to fight its way through the dense crowd massed about the victim of its fury, and placing him in the center of a hollow square which they formed of themselves, held the mob off with drawn revolvers until the patrol wagon and the police reserves had arrived. At the Bayonne Hospital, to which he was taken, the man's prospects of recovery were regarded as very slight."

ATTEMPT TO SET TIDE WATER PLANT ON FIRE.

"At about the same time, repeated efforts on the part of a small group of strikers to set fire to lumber piles in the northwest end of the Tide Water plant by casting wads of burning oil-soaked cotton waste over the concrete wall surrounding the place, drew the gun fire of the guards from within, which resulted in the wounding of several persons; the would-be incendiaries were not among the number. Several bullets crashed through the windows of stores and other business places near the works, behind which the strikers were shielding themselves, and, as opportunity offered, replying with revolver shots to the rifle fire of the guards. During the struggle a bomb was thrown over the wall by some strikers, but it failed to explode. Several of these men were arrested and held for the Grand Jury on the charge of rioting."

STRIKERS ACCUMULATE WEAPONS IN MEETING HALLS.

"Guards were advertised for and obtained in New York City and landed at Constable Hook. During the night of Friday, the 23rd, after a day of strenuous efforts on the part of the forces of law and order for the suppression of numerous outbreaks of rioting, a number of rifles, with sword bayonets, were seized in one of the meeting halls of the strikers; these, it was said, had been gathered from various sources since the beginning of the strike and the number was being added to from day to day in anticipation of a contest with the armed guards of the companies."

MOB ATTACKS SHERIFF'S DEPUTIES.

"On the 24th, the ninth day of the strike, nothing had been accomplished by the Federal Mediators in arranging a final settlement. The seizure of their rifles had intensified the anger of the strikers and open threats were made of retaliation by an attack on the City Hall and other public buildings, and rumors were current that a number of the strikers acquainted with the making of bombs had gone to New York City for the purpose of purchasing dynamite with which to make a supply of them. The Sheriff made another appeal to the municipalities of Hudson County for uniformed policemen to aid him in re-establishing order at Bayonne, and his appeal, which was earnestly seconded by the Governor, brought a number of men from Union Hill. With the slightly augmented force of police at his disposal, and his own deputies posted at the various points of danger, the Sheriff was constantly on the move endeavoring to personally visit all parts of the district affected in any way by the strike. The day passed in comparative quiet; the nearest to an outbreak was an attempt by a body of about one thousand strikers to stop the march of a column of the Sheriff's deputies as they were passing under the Central Railroad bridge at Twenty-second street. The strikers took these men for armed guards employed by the oil company, although the deputies had cards on the front of their hats with the inscription 'Sheriff's aid for the protection of life and property.' Some stones were thrown and several of the deputies were struck, but the Sheriff ordered his men to proceed on their way and pay no attention to the attack while he himself faced the mob alone and held them inactive until the last of the deputies had passed under the bridge on their way to the oil plants. The crowd then began to close in on the Sheriff, and a squad of police arriving on motor cycles were ordered to help the regular policemen in driving them back. While the police were advancing and the crowd falling back slowly, a shot in the air by one of the officers was followed by a more hurried retreat of the mob, but a shower of stones and several bullets from the strikers' revolvers answered the shot fired by the policeman. The crowd was finally pushed back to a distance which left the street open from the railroad station to the works."

ASSISTANCE OF PRIESTS REFUSED BY CHAIRMAN OF STRIKERS' COMMITTEE.

"The pastor of St. Mary's Catholic Church and two Polish priests arrived at this juncture, and assisted the police in moving the crowd back. They urged the men to return to their homes, and go back to work pending a settlement and offered their help in the strikers' behalf. But the chairman of the strikers' committee, who was neither an employee of the oil company, a resident of Hudson County, nor a citizen of the United States, refused the proffered aid, saying that it could be accepted only by a full meeting of all the strikers. The pastor thereupon replied that the law must be respected and order restored, after which he walked away."

MOB HARANGUED BY A WOMAN.

"A woman, the wife of a striker, addressed the crowd after the departure of the priests, stating that herself and family were suffering for want of food because her husband's wages, $1.75 per day, were not sufficient to provide properly for the family, while at the present time, she claimed, the company was paying its armed guards and strike breakers from $8 to $10 per day."

MAYOR CALLED ON TO ACT AS MEDIATOR.

"The crowd was greatly excited by this harangue, and from that time until the end of the strike the women urged the men to continue the struggle until success was attained. Some of the families were suffering from want, and were aided by wealthy sociologists and subscriptions were opened for their relief. The Mayor was called upon to act as the mediator for the strikers in dealing with the company and agreed to act for them. It was claimed that admittance had been denied the men who called at the plant for money due them and it was only with difficulty that the Sheriff persuaded them against marching in a body to the plant and demanding their money. On the 25th the men were admitted to the plant in squads of twenty-five, paid their money, and departed quietly."

SUPERINTENDENT OF THE TIDE WATER PLANT ARRESTED.

"On the 25th, Sunday, the Sheriff arrested the General Superintendent of the Tide Water Oil Company, with thirty-two special guards, on a charge of inciting to riot. The guards were parading inside the wall surrounding the plant, armed with rifles and in full view of the strikers. These guards, it was charged, had been firing in the direction of the houses near the plant and several windows had been broken by the bullets. The superintendent was released in $1,000 bail, and August 1st set for his hearing. The guards, nearly all of whom came from outside the State, were taken to the Hudson County jail, in Jersey City, and held under $500 bail. The Governor again requested aid from Jersey City, but a strike at the Eagle Oil Works in that city required the undivided attention of their entire police force at home. The proposals of the strikers were presented again on the 26th, with some modifications suggested by the Federal conciliators."

ARREST OF BALY AND TANNENBAUM.

"On the afternoon of Monday, the 20th, two arrests were made which probably hastened the end of the strike. Jeremiah J. Baly, the self-constituted leader of the strikers, and Frank Tannenbaum, the I. W. W. agitator, who had done so much to intensify the anger of the oil workers against their employers and prejudiced the men, were arrested. The exposure and arrest of Baly came about in this way: The Standard Company officials announced their intention to resume on Monday morning the payment of wages due its men, and to continue doing so until all were paid off. The Sheriff assumed charge of all arrangements, and arranged to personally conduct the workmen to the plant in squads of one hundred to receive their pay. The Sheriff, who had become suspicious of Baly, insisted on his accompanying him; arrived at the works, Baly was directed by the Sheriff to go to the paymaster for the money supposed to be due him. The man held back and promised to do so later. The Superintendent of the plant, who was with the paymaster, informed the Sheriff that Baly did not and never had worked for the Standard Oil Company. Baly still insisted that he was an employe and the foremen of the various departments were lined up before him so he might identify the one under whom he worked. Being unable to do this, the man confessed the impostures he had practiced on the men, the Standard Company and the authorities. He was thereupon arrested on charge of inciting to riot and taken to police headquarters. Tannenbaum was arrested shortly after and held on a similar charge."

MEN PERSUADED TO RETURN TO WORK.

"With Baly and Tannenbaum no longer there to persuade them to continue the struggle, the strikers consented in various meetings conducted by the city officials to go back to work on being assured that they would not be 'blacklisted' by the company and their demands would immediately be taken up with the officers of the company and an increase in wages be recommended.

"On the morning of the 28th, about 1500 of the Standard Company's men returned to the plant at Constable Hook by way of Twenty-second street, which was guarded from the railroad bridge to the plant by a force of several hundred armed deputy sheriffs and uniformed policemen, stationed on both sides of the street about twenty-five feet apart, all under command of the Sheriff, who caused it to be made known that any interference with the returning workmen, or anything in the nature of hostile demonstration against them would be sternly suppressed. This was in effect the end of the strike, and before the close of the day between 3000 and 3500 of the strikers had registered themselves at the Standard and the Tide Water plants as ready to resume work, and practically all the remainder applied for reinstatement and were given their old places the next day."

GUARDS ARRESTED.

"On the morning of the 28th all of the armed guards at both plants were arrested on the charge of inciting to riot and held for the purpose of ascertaining which of them, if any, were responsible for the killing and wounding of so many strikers."

FOURTH DEATH TAKES PLACE.

"On the 29th, one of the strikers wounded on the 16th, the second day of the strike, died of his injuries in the Bayonne City Hospital. This man was shot in the stomach while with a crowd of strikers who were attacking the north wall of the Tide Water plant. During this attack two other strikers were killed."

SYMPATHETIC STRIKE AT CAVAN'S POINT.

"During the progress of the strike at Bayonne, emissaries of the I. W. W. endeavored to get the men working at the plants of the Standard Oil Com-

pany at Linden, Union County, and Cavan's Point, Hudson County, to strike on the ground of sympathy with the Bayonne men, and succeeded in getting three hundred of the employees at Cavan's Point to quit work, and forced about two hundred to join them. The conduct of these strikers was very disorderly and defiant, and the police had to contend against mobs armed with sticks, stones, and other missiles which they showed no hesitation in using freely. Pistol shots were fired by strikers on several occasions when the police were endeavoring to disperse crowds which had assembled near the gates of the works, and several of the rioters, when arrested, were found to be armed with revolvers. This plant is in the corporate limits of Jersey City, and the police protection was efficient in every respect. The strike here did not last very long, as most of the men, after being assured they would receive the same advantages as the men at Bayonne when a decision had been made in that matter, went back to work of their own accord."

ARMED GUARDS HELD.

"At Bayonne the collapse of the strike was followed by court proceedings against the armed guards of the oil companies, who had been arrested for firing on the strikers. These were held in abeyance for a few days awaiting the full recovery of the Sheriff. who was ill as a result of the severe strain to which he had been subjected during the progress of the strike."

ARREST OF EX-STRIKERS.

"On August 6th, one week after the re-opening of the Standard Oil plant at Bayonne, two men, ex-strikers, were arrested while at work, and held on a charge of assault which caused the death of Thomas Kearney, a steamfitter employed in the Standard works, who, while on his way home from the plant on the evening of July 20th, was attacked by a crowd of strikers because of his refusal to join them. Kearney was struck on the head by a brick and suffered a fracture of the skull, from which he died on July 31st, making the fifth fatality growing out of the strike."

RESULT OF STRIKE.

Almost immediately after the return of the men to work, the directors of the Standard Oil Company authorized an increase in wages and an eight-hour day, and the Tide Water and Vacuum Oil Companies soon adopted similar schedules. This was met with an expression of good will from the strikers' committee who felt that the company was willing to treat them better."

COST OF THE STRIKE.

" The strike cost the city of Bayonne approximately $10,000 and the county of Hudson not far from $23,000. Five men were killed during the comparatively brief course of the strike. Four of these lost their lives in clashes between mobs and the forces, regular and special, engaged in the suppression of disorder. The fifth victim was assaulted by a mob while returning to his home from work and died of his injuries in the Bayonne Hospital several days later.

"In his charge to the Grand Jury of Hudson County, September term, the presiding Justice instructed the Jurors to thoroughly investigate the circumstances under which these men met their deaths, and should the facts in either of the cases warrant such a course, to bring in indictments for murder against those shown to have been responsible for them."

The strike of the Standard Oil Company at Bayonne was followed by another strike at the same plant in 1916. Very exaggerated accounts of violence which took place in this strike were printed, but in spite of all exaggeration, the situation was one of extreme difficulty and danger.

The local police finally handled the situation, but there were many adverse comments on their methods.

In order to present both viewpoints, the report of Inspector Cady is presented almost in its entirety, as setting forth the viewpoint of the police who were confronted with the actual problem of maintaining order. Reference should also be made to the opinions of Commissioner of Public Safety, Henry Wilson; Chief of Police, M. F. O'Reilly; Inspector Cady, and James H. Dougherty who represented the strikers as their attorney.

The other viewpoint is presented by quotations from an article by John Reed in the Metropolitan Magazine for January, 1917.

Report of Inspector Cady on Bayonne Strike of 1916

The following narration of police activities at Bayonne is taken with some slight omissions from the Report of Inspector Daniel Cady to Chief of Police, M. F. O'Reilly. Inspector Cady's report is written in the first person:

> "The following is a detailed report of the movements of the police under my command while stationed at Constable Hook to cope with the strike situation extending from Monday, October 9th, to 10 o'clock A. M., Friday, October 20th, 1916:

FIRST DAY OF STRIKE.

"A patrolman assigned to cover meetings of the strikers held at Mydosh Hall, 21st Street and Avenue F, informed me by phone that a general strike had been called and the strikers were advised by their leaders to immediately go out on the street and stop and prevent all workmen from going to work at the Standard Oil Yard.

"As the night shift reports for work at the Oil Works at 11 o'clock, P. M., I, in order to afford the necessary protection to those men who were on their way to and from their various places of employment and to prevent disorder, ordered every member of the Police Department to report to Police Headquarters forthwith.

"Upon the arrival of all the officers * * * at 10:15 P. M., eight superiors and seventy-five patrolmen assembled on 26th Street and proceeded to the Hook by way of 26th Street to Avenue E, to 22nd Street, east on 22nd Street and halted at Avenue F, where several hundred men were congregated. The trolley tracks on East 22nd Street at this point were blockaded by large boulders and pieces of curb stones being placed thereon and the cars had discontinued running."

CLOSING OF SALOONS.

"The police closed the four saloons on the corners of 22nd Street and Avenue F and then proceeded east on 22nd Street closing all saloons on our way and halted at 22nd Street and Avenue I.

"On the march through 22nd Street there were no disturbances of any kind, only those men who were congregated around 22nd Street and Avenue F, hooted at the police."

(Tuesday, Oct. 10, 1916)

BLOCKADING TROLLEY LINES.

"At two o'clock A. M., I ordered all officers who had been on duty during the day to rest as best they could in the rear of Herchenroeders, corner of 22nd Street and Avenue I. The remaining officers were ordered to patrol 22nd Street and did so, dispersing congregated crowds and preventing disorder.

"At four o'clock in the morning the officers removed all obstructions from the trolley tracks and at six o'clock the trolley made its first trip as far as Avenue I. Thereafter it was impossible for the car to run further east than Central Avenue.

"At 6:30 A. M. the strikers begain to congregate along East 22nd Street from Avenue E to Central Avenue and they again placed obstructions on the trolley tracks; the police would remove the obstructions but the strikers would immediately blockade the tracks at another point.

"At 7:30 A. M. hundreds of workmen who had passed by the police lines at 22nd Street and Avenue I, began to return without going to work and confusion reigned in that section of East 22nd Street between Avenue I and the telegraph office, at the foot of east 22nd Street. It was necessary to send the police through the mob and drive them west on 22nd Street. When the police got them west of Avenue I, the police were got together and a line was established at 22nd Street and Avenue I."

ATTACK ON TIDE WATER OIL CO. PLANT.

"At 8:30 A. M. Lieutenant Colahan, in charge of a squad of patrolmen, was sent to the Tide Water Oil Co. gates at 22nd Street and Central Avenue as a large crowd of strikers were attacking the Tide Water Oil Co. property and were threatening to burn the plant.

"At 11 A. M. Lieutenant Colahan returned with the officers to Avenue I and reported that the strikers had formed on the west side of the Tide Water Oil Co., south of East 21st Street, and were tearing down the fence surrounding the plant."

POLICE FIRED ON.

"I then ordered all the police to proceed to the Tide Water Oil Yard. * * * Upon the arrival of the police in the Tide Water Oil Tank Yard, situated on the western part of the plant about four hundred feet south of 21st Street, the strikers were congregated in large numbers extending from the Lehigh Valley freight station, along 22nd Street, Avenue F, and also around Mydosh's Hall and along the rear of the houses and sheds to Avenue F and 19th Street. Immediately upon their sighting the police a volley of shots were fired on the police by the strikers. Several strikers could be seen with revolvers and rifles continually shooting at the police. During the shooting Patrolman Michael Cushing was shot on the right side of his chest by a 22-calibre bullet; the bullet did not penetrate through his flesh, but was found lodged in the padding of his coat. Several other shots struck an oil tank in front of which the police were standing. They also struck other obstacles on all sides of the police.

"The police did not fire a shot at the strikers nor did they do any act that would have the tendency to aggravate the strikers, but remained in the Tide Water Oil Company Tank Yard."

UNITED STATES MAIL HELD UP.

"At 12:30 P. M. the automobile carrying the United States Mail was held up by the strikers on East 22nd Street near Avenue F. Neither would the strikers allow any other vehicle to pass by without holding up the same and brutally assaulting the driver. They also continued to occasionally shoot at the police."

FIRST CONFLICT BETWEEN STRIKERS AND POLICE.

"At 12:45 P. M. Lieutenants Keegan and Grigletter and three patrolmen went out to 22nd Street and Avenue F to speak to the strikers and to try and reason with them in regard to remaining quiet and peaceably and to discontinue shooting at the police, but they met with little success, as the strikers began again to shoot continually at the police.

"I then procured six riot rifles and ordered the police to charge on the strikers; while advancing several shots were fired at the police by the strikers. The police did not fire a shot while advancing on the strikers, who dispersed in all directions. The police arrested one man and two boys who were suspected of shooting at the police with rifles. The prisoners were taken to the Tide Water Oil Company Yard and from there to Police Headquarters by way of boat to First Street. The police then withdrew and formed a line at 22nd Street and Central Avenue. Upon the police withdrawing to 22nd Street and Central Avenue the strikers again returned in large numbers and congregated as far east as the Lehigh Valley Railroad tracks and blockaded East 22nd Street at that particular point by placing two large platform wagons, used for unloading ice, from the cars on the siding, across the entire roadway, making it impossible for any kind of a vehicle to proceed through 22nd Street. An alarm of fire was sounded and No. 4 Engine and Hose wagon was compelled to travel west by way of 21st Street and after experiencing difficulty, the fire apparatus returned by the same route."

DISORDER BECOMES MORE GENERAL.

"The strikers continued to hold up pedestrians and brutally assaulted persons who endeavored to pass through their lines, also holding up wagons, unhitching the horses and upsetting the wagons on the street.

"At 3:35 P. M. the strikers had become so disorderly that I ordered the police to advance and drive them back from the Freight Office. We advanced and drove them west to 22nd Street and Avenue F, and established the police lines where the strikers had vacated at the Lehigh Valley Freight Office and remained where the wagons were blockading the roadway. About this time the school children, who had been dismissed from the various schools, gathered at the scene, and the strikers could be seen placing the children in a line in front of them. They gradually crept back toward the police and finally got to the west side of the Lehigh Valley Freight Office within one hundred feet west of the police line, and they became very disorderly, howling and hooting at the police and brutally beating employes of the General Chemical Co., and various other industries, who were returning home from their work."

POLICE OFFICERS SHOT.

"At 4:15 P. M., as the strikers were crowding closer to the police lines every moment, Patrolman Connors, Whalen No. 2 and several other officers endeavored to push them back from in front of the Lehigh Valley Freight Office, when they suddenly turned on the police and began throwing stones, bottles, iron bolts, nuts, rivets and all kinds of missiles, striking several of the police. The strikers also drew revolvers and began shooting at the police from all sides. In the first volley fired by the strikers, three officers were shot and wounded, another shot through the cap, another through the trouser leg, and

a bullet struck the night stick carried by one of the officers. The police then drew their revolvers and rifles and fired over the heads of the strikers and drove them back to 22nd Street and Avenue F.

"The police then returned and held their line at the Lehigh Valley Freight Office until the wounded officers were removed from the scene. One was taken to the Freight Office, and from there to the Bayonne Hospital in a freight car attached to a Lehigh Valley drill engine. The two other wounded officers were taken to No. 4 Engine House where they were attended to by Dr. J. T. Connolly, Police Surgeon, who removed them in his automobile to the Standard Oil Company Yard, and from there by boat to First Street, thence to the Bayonne Hospital. Dr. Connolly also attended Officer Whalen No. 2, who had his left hand slightly injured.

"At 6:00 P. M. the police withdrew to a safer position in the Tide Water Oil Tank Yard, as the strikers were continually sniping at the police, especially from windows and roofs of houses along the south side of East 22nd Street, Mydosh's Hall, and the hallway of Joseph Fabula's saloon.

"The police remained in the Tide Water Oil Company Tank Yard until 10:30 P. M., and then retired to quarters on a boat provided with cots. * * * At roll call all of the officers were present with the exception of two who had been stationed in other parts of the city getting information as to the movements of the strikers."

THIRD DAY OF THE STRIKE.
(Wednesday, Oct. 11, 1916.)

"At 6:30 A. M. Roll Call; all officers present. As the riot rifles greatly aided the police in dispersing the strikers on the preceding day, I procured eleven additional riot rifles and a rifle squad of seventeen. * * * was organized. * * *

"At 8:00 A. M. all officers assembled at East 22nd Street and Central Avenue and dispersed the crowd of strikers assembled there opposite the gate of the Tide Water Oil Co., and remained on the street until 10:30 A. M., when the police withdrew to the Tide Water Tank Yard. The strikers were then congregated in large numbers along East 22nd Street, West of Avenue F, south on Avenue F to the corner of East 21st Street, and around Mydosh's Hall.

"At 2:00 P. M. Lieutenants Keegan, Grigletter, Acting Lieut. Frevert and twenty-four patrolmen were sent to the Pacific Coast Borax Works, as I had received information that trouble was expected there when the men were being paid.

"At 3:00 P. M. the officers returned from the Borax Works and reported that the men were all paid and no trouble of any kind had occurred."

STRIKERS ATTACK BOATS.

"At 4:00 P. M. received information that the strikers had congregated at First Street and were attacking the workmen from the various factories and works who were being landed there from boats. Also Captain Lanahan of the Tug boat 'S. Q. Brown' reported that the strikers had thrown stones and bricks through the windows of his pilot house as his boat was approaching the dock at First Street. Two Lieutenants and ten patrolmen were sent to First Street on a tug boat, landed, dispersed the strikers, gave pursuit to Sixth Street and Broadway, and then returned to the Tide Water Oil Co. on the boat."

STRIKERS START FIRES AT VARIOUS POINTS.

"At 6:20 P. M. received 'phone message from George B. Hennessy, Supt. of the Standard Oil Co., stating that the strikers had set fire to a tank containing pitch, situated on the New York Bay shore, north of East 22nd Street. Two officers and twelve patrolmen were sent to the scene of the fire to afford the necessary protection to the employes of the Standard Oil Company, who were extinguishing the fire. At 7:20 P. M. the officers returned to the Tide Water Oil Co. Tank Yard.

"At 7:30 P. M. I was informed by 'phone from Police Headquarters stating that the strikers had set fire to the Lehigh Freight Station on East 22nd Street, and they were cutting the fire hose and interfering with the Fire Department in other respects.

"I assembled all the police and marched to 22nd Street and Central Avenue and proceeded west on 22nd Street advancing towards the strikers, who were congregated in large numbers along 22nd Street from the Lehigh Valley Freight Office, west to Prospect Avenue. The strikers, immediately upon sight of the police, began shooting and sniping at the police from behind sheds, house tops, windows and particularly from the hallway which leads from Fabula's saloon. The police charged on the strikers and drove them back as far as Prospect Avenue and after the Fire Department had extinguished the fire and picked up the hose the police withdrew from 22nd Street to the Tide Water Oil Co. Tank Yard. * * * When crossing 21st Street and passing along the Tide Water Oil Co. fence, which surrounds the Tank Yard, several shots were fired on the police from Mydosh Hall and from strikers gathered at the corner of 21st Street and Avenue F, also from the roofs of houses on the south side of East 22nd Street, east of Avenue F.

"At 10:30 P. M. Roll Call; all officers present. Retired to quarters in freight cars furnished with cots."

FOURTH DAY OF THE STRIKE.
(Thursday, Oct. 12, 1916)

"At 6:30 A. M. Roll Call; all officers present. Patroled East 22nd Street from Central Avenue east, searched all houses and persons for weapons. Returned to the Tide Water Tank Yard. An occasional sniper would fire on the police from around Mydosh Hall.

"Ten additional riot rifles were procured for Inspector Cady, and nine of the patrolmen, enlarging the rifle squad to twenty-six men.

"The police remained in the Tide Water Oil Yard until ordered by the Director of Public Safety, Henry Wilson, to proceed to 21st Street and Broadway and meet special squad of police commanded by Captain Griffin.

"At 2:10 P. M. I assembled all the police in riot formation on East 22nd Street and Central Avenue. The strikers were assembled in large numbers along East 22nd Street west of the Lehigh Valley Freight Office to Avenue E, also on East 21st Street along Avenue F on Prospect Avenue. The police proceeded west on 22nd Street and dispersed the strikers who fled in all directions, especially into hallways leading to saloons. The strikers also began throwing all kinds of missiles at the police from windows and roofs, and occasionally a sniper would fire on the police."

SALOONS CLOSED BY POLICE.

"The police searched all suspected houses and persons and arrested several saloonkeepers for violating the law * * *. They failed to comply with the orders to keep closed and the police were at every turn experiencing difficulty from strikers who had congregated in and around those saloons and who were intoxicated and uncontrollable. In order to maintain peace it was necessary for the police to use drastic measures in closing those places and demolishing the liquor which was setting the strikers mad."

SEVERAL ARRESTS MADE BY POLICE.

"Stanley Mydosh, son of John Mydosh, was also placed under arrest as he had been continually sniping at the police with a rifle from his father's place. The police marched through all the streets east of the Central Railroad from 19th Street to 26th Street, also west on 21st Street to Avenue E, south on Avenue E to 17th Street, west on 17th Street to Broadway, and north on Broadway to 22nd Street, east on 22nd Street and halted at Avenue F, until all the workmen returning home from work from various factories passed in safety. During our march the police also arrested Ziggie Smith at 21st Street and Prospect Avenue as he was trying to get through our lines. It was learned later that he was the leader in destroying Greenberg's property at 21st Street and Avenue E. All the prisoners were turned over to Captain Griffin to take to Police Headquarters."

LAWYER KILLED BY STRIKERS.

"Isidore Nalitsky, a lawyer of West 4th Street, was shot and instantly killed at the corner of 21st Street and Prospect Avenue by strikers who were congregated around the saloon and the alleyway leading to the saloon of Leop Pejkowski, corner of 21st Street and Prospect Avenue. Those strikers were also sniping at the police from this corner.

"At 5:30 P. M. the police then withdrew to the Tide Water Tank Yard. * * * 10:30 P. M. Roll Call, all officers present.

FIFTH DAY OF STRIKE.
(Friday, October 13, 1916.)

CONFISCATION OF SALOON LICENSES.

"At 6:30 A. M. assembled all officers and marched to 22nd Street and patrolled the section from 19th to 30th Streets east of the Central Railroad to Avenue G. As the strikers could be seen around the streets, especially in front of the saloons in a drunken and disorderly manner, I ordered all saloon licenses in that district confiscated. The police also destroyed the liquor in the saloons of Joseph Fabula, at 106 East 22nd Street, and in the saloon conducted by Leon Pejkowski, corner of 21st Street and Prospect Avenue, as it was those particular places the strikers congregated the most, and from which they were continually shooting and sniping at the police. Also the proprietors absolutely refused to heed the orders of the police to keep closed. The police dispersed all congregated crowds, searched all suspicious houses and persons, found a trunk containing liquor in house at 102 East 22nd Street and arrested Wm. Jouklevich and Zigmond Otbinan, the occupants of the apartments. The liquor was supposed to have been stolen from Greenberg's saloon. We also arrested two men found carrying concealed weapons.

"At 2:30 P. M. proceeded to the Standard Oil Company Office by way of Hook Track and escorted the paymaster to the Telegraph Office, foot of East 22nd Street and Avenue I, where one thousand men were to be paid. The police lined the men along 22nd Street and searched all but found no weapons. At 5:30 P. M. returned to the Tide Water Oil Yard."

(Saturday, October 14, 1916.)

"At 8:00 A. M. assembled all officers and marched to 22nd Street and Central Avenue, and proceeded east on 22nd Street and confiscated all saloon licenses from saloons east of Central Avenue, also searched all suspicious houses and persons for weapons.

"At 10:00 A. M. proceeded to Standard Oil Co. Telegraph Office, foot of East 22nd Street, and lined up and searched all the men who came to be paid.

"At 12:15 P. M. returned to the Tide Water Oil Co. Tank Yard.

"At 2:00 P. M. assembled all officers and proceeded to district east of Central Railroad from 19th Street to 30th Street. Searched all suspicious persons for weapons; patroled all the streets, dispersing all crowds. Arrested drivers of C. W. A. Hahn and August Matchekowsky, Wholesale Liquor Dealers, for delivering liquor in restricted districts. Also arrested one man for disorderly conduct.

"At 5:00 P. M. returned to Tide Water Oil Co. Tank Yard and instructed all officers to be in readiness for instant call as information was received that strikers from Bayway Plant had declared a general strike and had threatened to come to Bayonne and destroy the property of the company.

"At 11:00 P. M. all officers assembled and were stationed at all roads and points leading to the different works. No strikers appeared. No disorder. 2:30 A. M. Roll Call. All officers present; retired to quarters.

(Sunday, October 15, 1916.)

"Stationed officers on all roads and points leading to the different works. No disorder during the day.

(Monday, October 16, 1916.)

"At 5:00 A. M. assembled all officers and proceeded to 22nd Street and Central Avenue, west on 22nd Street to Avenue E. Stationed squads of six officers on the corners of the intersection of 2nd Street, Central Avenue, Avenue F, Prospect Avenue, and the rest of the officers along East 22nd Street from Avenue F to Avenue I, with orders not to allow strikers to congregate, and to keep the street open for workmen to pass by without being interfered with or molested in any way.

"At 12:30 P. M. returned to Tide Water Oil Company Yard and stationed officers along entire yard from entrance to office as hundreds of men came to be paid. Searched all men for weapons.

"3:30 P. M. all officers excepting Rifle Squad stationed along East 22nd Street from Avenue E to Avenue I, to afford the necessary protection to workmen returning from their work. 5:30 P. M. returned to Tide Water Yard.

(Tuesday, October 17, 1916.)

"At 5:00 A. M. proceeded to 22nd Street and all officers excepting Rifle Squad stationed along East 22nd Street as on preceding day. No disorder during the day.

(Wednesday, October 18, 1916.)

"At 5:00 A. M. all officers excepting Rifle Squad stationed along East 22nd Street same as preceding day.

"At 9:30 P. M. a special squad ordered to patrol East 22nd Street from Prospect Avenue to Avenue I, as I received reports that strikers were interfering with workmen returning home from their work. These officers remained detailed until 2:00 A. M.

(Thursday, Oct. 19, 1916.)

MEN RETURN TO WORK IN LARGE NUMBERS.

"At 5:00 A. M. stationed all officers excepting Rifle Squad along East 22nd Street as on preceding day.

"Men returned to work in large numbers. No disorder.

"At 9:30 P. M. special detail along East 22nd Street as on preceding night.

"At 10:30 retired to quarters.

(Friday, Oct. 20, 1916.)

STRIKE DECLARED OFF.

"At 5:00 A. M. proceeded to 22nd Street and stationed officers along East 22nd Street and Hook Track as on preceding day.

"All men returned to their work as the strike had been declared off. No disorder of any kind.

"At 9:30 A. M. assembled entire squad and marched to police headquarters. All officers in good physical health and condition and were immediately assigned to their regular posts and went on patrol duty throughout the city.

"In conclusion I wish to hereby commend all officers under my command while coping with the strike situation, for their fearlessness and bravery, as they were always ready when called upon to render their best services, and I am proud to state that not a man shirked or retreated from duty when conditions were most discouraging."

Another View of the Bayonne Strike.

The following quotation from an article by John Reed in the *Metropolitan Magazine,* January, 1917, represents views of labor sympathizers opposed to the methods used by Bayonne police in 1916 strike.

"It was on Friday, October 6, that forty-three pressmen struck—the same day that the press of the United States announced that John D. Rockefeller was a billionaire. The pressmen were joined by the common laborers, who on Monday sent a committee to Superintendent Hennessey with their demands, prefaced by the following humble preamble:

" 'We, your employees of the various departments hereinafter named, present the following amicable request, feeling reasonably certain that if you consider the conditions under which we are compelled to work, the prices which we are now compelled to pay for the commodities of life, or rather the means of sustenance, you are bound to realize that our demand is fair and reasonable. . . .

" 'We make these requests in a peaceful and amicable manner, without threats or violence, preferring to obtain what we deem is justly due to us in a friendly and peaceful manner. We must, however, state that unless our requests are granted within forty-eight hours we will be compelled to strike.' "

"As spokesman for this Babel of humanity the strikers chose George Melcher, a manufacturing jeweler, a citizen of Bayonne, a Socialist, and a sympathizer with the Hunkies. But although he was regularly elected secretary of the strike committee, Superintendent Hennessey refused to deal with him, or with the committee while he was present, saying that the Standard Oil Company would not recognize any outsider in dealing with its own employees. The demands were very curtly refused. The company meanwhile informed the newspapers that "only a few men wanted to strike. The great majority," they said, "were contented with wages and conditions." So on Monday night, October 9, a great polyglot meeting at Mydosh Hall voted to stop work; pickets were sent out to persuade the night shift to stay away from the plant, and some loose paving stones were laid upon the Twenty-second street tracks to prevent the street cars from carrying workmen to the Hook. These four or five paving stones, by the way, are the barricades of cobblestones, overturned wagons and a wrecked street car, across which, with loaded revolvers, the police and strikers faced each other at dawn—of which the newspapers spoke.

"In all these great strikes the companies invariably say, "Only a handful of men wanted to strike, and these intimidated the others." It has always seemed amazing to me that a few discontented Hunkies could prevent some twelve thousand contented workmen from going to their jobs; and yet that is what happened in Bayonne—almost all the factories on the Hook were crippled. Mr. Hennessey himself told the Associated Press correspondent that the refinery could operate with 60 per cent. of its force—so more than 40 per cent. must have been affected, since the Standard Oil plant shut down on Tuesday morning. The Pacific Coast Borax Company, in which there was no strike, took the hint and voluntarily raised its men's wages by 12 per cent. to those making less than $3 a day, and 7 per cent. to those making $3 and more.

"The first action of the police was characteristic. The entire force, with the exception of five men, marched immediately to the Hook, armed with shotguns, rifles, clubs and revolvers, and formed in line before the Tide Water and Standard gates; "striving by an initial display of force to *to prevent a recurrence of the big oil strike of last year,"* as the *New York Times* had it. (The italics are ours.) Director of Public Safety Henry Wilson, at the same time, emphasized the policy of the city authorities: "We will break the strike," he said again and again. Chief Inspector Daniel Cady, who was last year brought before the Coroner's Jury on the charge of killing a striker, and held for the Grand Jury under $5,000 bonds, outlined police methods, according to the *Evening Post,* as follows:

" 'The only way is to shoot on sight whenever they try to make trouble. They are just a lot of Hunkies, and they think a strike is war, and they don't understand anything but bullets. Shoot 'em—that's the only way."

"With the withdrawal of the entire police force to protect the private property of the Standard Oil Company, the city was left practically unguarded, and citizens began to complain of burglaries and hold-ups. The mayor immediately swore in more than a hundred "special policemen," at $4 a day, recruited from Standard Oil clerks, street-corner loafers and political hangers-on; uniforms for them were bought in New York by the Purchasing Agent of the Tide Water Oil Company; and they were concentrated in the slums this side of "the ditch." The city firemen and other city employees were drafted also, and armed with revolvers, clubs, and riot shotguns. These, with the regular city detectives,—featured in the New York papers as "The Citizens' Committee of Vigilantes"—composed the famous "flying squad," led by the "moving-picture" Chief of Detectives, Captain Griffen.

"In the face of all these menaces and formidable preparations the Hunkies were terrified. They remembered last year's strike, in which six of them had been shot to death by the police and the armed private detectives employed by the company. Rumors of an army of imported gunmen, of machine-guns mounted behind the concrete stockade, of troops coming to shoot them down, ran like wildfire through the Hook. The Standard Oil Company denies that it imported armed defenders this year, and they were not in evidence; but two policemen told me that more than a hundred had been concealed in the plant, and that they came to Constable Hook, by boat, sent by the McKenna Agency of New York. The police also were terrified, for they remembered the blind maddened courage of these uncouth black men, who, when aroused, ran up to the smoking muzzles of the guns with cobbles to throw. The New York papers screamed that rioting had begun,—although there hadn't been even a single disorderly case.

* * *

"All day Tuesday the Hunkies picketed Twenty-second street, arguing with the men going to work and trying to persuade them to stay out. Even the workers of the non-

striking companies were asked to turn back out of sympathy, but allowed to pass when they showed their time-cards. There was no rioting or disorder of any sort. Bayonne, with twelve thousand idle men walking the streets in their Sunday clothes, had a strange, tense, holiday appearance. Only the deputy policemen, in their ill-fitting uniforms, walking the middle of the streets with rifles and shotguns over their shoulders, and the little knots of scowling strikers gathered on the street corners, gave it all a look of war. I have seen the same thing in the German conquered towns in Belgium, before the sniping began. And then in the evening the police made a sudden raid on the drill room of the Polski Sokolska—a Polish society incorporated under the laws of New Jersey—seizing fifty drill rifles and swords. Later, policemen and detectives began to scour the saloons, lunch wagons and streets of the slums, searching for concealed weapons; two strikers were locked up, charged with carrying one revolver and one blackjack between them.

"On Wednesday morning the guards at the Tide Water plant fired on a crowd of men who were listening to speakers in the open field near Mydosh Hall, where they held their meetings. A few of the strikers shot back at the oil tanks with revolvers, not more than five shots being fired in all. At the same time another group of strikers, alarmed at the rumor that hundreds of strikebreakers were being brought into the city, went in a body to the Twenty-second street station, where they mobbed a railroad laborer whom they thought was a deputy, and broke the camera of a photographer who tried to take a picture. Five armed railroad detectives, who got off a train, were questioned, their guns taken away, and politely put back on the car. Twenty minutes later the crowd drifted away, and one hour afterward trains were running as usual. This was the famous "Bayonne strikers hold railroad station" which alarmed the country in the newspapers.

"Another small body of strikers walked peaceably to the Municipal Building, where police headquarters are, to try and arrange for the release of the men arrested the night before. Only the Mayor, the Director of Public Safety, the old Chief of Police and five men, and six reporters were there when their approach was reported. Nothing better illustrates the farcical nature of the whole situation than what ensued. Trembling with fear, the police served out revolvers to the newspapermen, the mayor, and the firemen; shutters were closed and the shades pulled down; and when the astounded strikers arrived, they saw Chief O'Reilly standing in front of the outside door, with a revolver in his hand, shouting, "The first man who approaches this door will be shot like a dog!" Meanwhile, a Polish photographer, F. M. Trakimas, had come up, and began to ask the men what they wanted; when he found out, he mounted the steps and told the men in Polish that they must go to the Recorder and file a bail bond—which they did without further argument. I have seen a snapshot of the event; it shows about thirty strikers, with their hands in their pockets, gazing stupidly up at Trakimas, who is speaking from the stone pedestal beside the door—and beside him, against the door itself, stands Chief of Police O'Reilly with a revolver in his hand. This is what the New York papers headlined as

"Howling mob of strikers storms police station!"

"Wednesday afternoon the police declared a "dead-line" around the strike district, with the avowed purpose of keeping the strikers penned in the slums, of excluding all outsiders, evidently to keep secret what was going on. The reporters were told by the police that "the strikers would kill them" if they went down there—it was "certain death," they said. Most of the newspapermen were badly frightened, anyway, and never stirred out of police headquarters unless the police were along. One of them told Mary Heaton Vorse two days later, "The strikers'll kill you if you try to go there. Stay here at police headquarters; all the news comes here anyway." But she went down anyway, and was not molested—except by the police. And so did Dante Barton, of the Committee on Industrial Relations, and George Andreychine, and the reporter for the *Evening Sun.* It is to these people that the public owes practically all the truth of what happened in Bayonne. Most of the reporters sat playing poker in police headquarters, with their revolvers handy in case of danger, taking exaggerated police gossip for their stories—or making them up. For example, on Saturday, October 17, two reporters agreed that a "riot" story was necessary; both sent in a story of a battle between strikers and police, and cast about for some details to embellish it. One paper published that day the name of a striker named Karecki, who was reported to have been shot, and in the Bayonne Hospital; but investigation proved that no one of that name had ever been in the hospital. The other told how Special Policeman John Lynch had been shot through the hat, and barely escaped death; the truth was that Officer Lynch was discharged from the force because of lying, drunkenness and assault on a street car conductor who was on his way to work. He had shot the hole in his own hat—a fact which was printed in the Bayonne newspapers. To cap the climax, *the battle never occurred.*

"That night, however, tragedy replaced high comedy. In the afternoon the police, without warrant, ordered all the saloons inside the "dead-line" to close—especially those frequented by the strikers. Along in the evening, some time, a fire broke out in a telephone box in the freight yards of the Lehigh Valley Railroad, in "the ditch." This box was a tiny shed some four feet wide and seven feet long; it is to be seen now, still erect and sound, except that one corner is charred. Why it was set on fire no one knows; the only witness I can discover testifies that some small boys had built a bonfire in the street close by. This, by the way, is the sensational incident described in the papers as, "Strikers set fire to Lehigh Valley Freight Station!"

"The alarm was rung and the armed firemen responded. Perhaps the strikers imagined that this incursion of men with guns meant a repetition of the brutal raids of last year. At any rate, there was some trouble. A crowd of curious men, women and children had gathered on the corner of Twenty-second street and Avenue F, and the fire engine stopped in their midst, perhaps halted by the stones across the tracks. The police say that the strikers tried to slash the fire hose; but two firemen who were present deny this, and the slashed hose is not in evidence. Besides, the engine was more than a block away from the fire, which was unusual. But whether the strikers, women and children attacked them or not, the firemen suddenly stooped down and a storm of bullets swept up Twenty-second street from the direction of the Lehigh Valley tracks. About a dozen people fell screaming to the ground, dragging themselves toward the curb. In a panic, the people trampled on each other to get out of the range of the firing, which went steadily on. You can still see the broken windows and the walls peppered with shot. At this moment arrived Captain Griffen and the "flying squad" in automobiles, shooting as they came. It was then that Sophie Torack, sister of an influential striker, was shot dead while sitting in her window.

"I visited the apartment where she lived, over a Polish bakery; and her mother, a sad-eyed woman, who spoke little English, showed me the spot. Sophie was sitting in her rocking chair beside the window, with her tiny two months' old baby on the chair before her. There were two automobiles of "specials" directly across the street, one to the right and the other to the left. The bullet came in through the window and blew her brains out, and she fell sideways over to the floor, breaking the arm of the chair. She was nineteen, just married, and still beautiful. * * * The newspapers blamed it on her friends, the strikers, of course, and the Coroner's Jury did not fix the blame.

"It was later on, the same evening, that the strikers found out that Greenberg, the saloonkeeper, was telephoning information of their movements to the police, and giving the names of wounded men; and that "specials" were hidden in the back room of the place. Mad with rage and fear, smarting from the brutal and unprovoked shooting that had killed Sophie Torack, a roaring mob descended upon Greenberg's saloon, smashed it to pieces, poured the liquor on the floor and set fire to it. Then they went away, leaving the terrified family on the roof, from which the fire department rescued them. The widespread stories of looting, stealing and drinking liquor were utterly unfounded; the strikers didn't take a thing. Two men who were caught trying to break open the safe were identified as well-known yeggs—who operated under cover of the strike, as many of the gangsters of Bayonne did. Such was admittedly the hold-up of Salzmann's saloon—which is blamed to the strikers in spite of Salzmann's denial—and the murder of Jacob Grauff, a foreman of the General Chemical Company, by four thugs; Grauff was sympathetic toward the strikers. Late Wednesday night the police claim to have shot at some men who were climbing over the Tide Water stockade with burning rags in their hands, to set fire to the oil tanks. It seems scarcely credible, however.

"The next morning rumors of another "attack" on Police Headquarters led to a repetition of the panic of yesterday—the barricading of doors, arming of reporters, etc. Whereupon appeared some twenty workmen of the General Chemical Company, requesting police protection to go to work, since the company had offered a bonus of $15 a week. They were followed almost immediately by a committee of strikers headed by F. Trakimas, who requested *that the strikers be allowed to appoint three hundred responsible men to police themselves, keep order in the streets, and close all the saloons*—since the "specials" and the "flying squad" only made trouble by their threats and brutality. *This request was refused by the authorities.* The reason was that the police were planning one final exhibition of "frightfulness" which would completely terrorize the strikers.

"In the afternoon, Inspector Cady and the regular police, who had been cooped up in the Tide Water plant for four days, started toward the town; and at the same time Captain Griffen, at the head of his detectives, the "specials," firemen and city employees, all armed with revolvers, repeating rifles, and clubs, came to meet him; while fifteen armed railroad detectives took up a position near the Twenty-second Street Station. Marching through the strike district, the two forces joined at Twenty-second street and Prospect avenue. People on the street had guns jabbed brutally in their faces as the police yelled, "Get inside there!" If they didn't obey quickly enough the police shot. Every head that looked out of a window was menaced and fired at. Men on the street were arrested and clubbed unconscious, after the Prussian method of "terrorizing the civilian population." At the corner of Prospect and Twenty-first, a considerable crowd had gathered, which refused to disperse fast enough for the police—and they fired into it again and again, wounding more than fifteen people and killing one outright—Isidore Nalitsky, a young lawyer, who had nothing whatever to do with the strike. Joining forces, the guardians of the law entered six saloons whose proprietors were strike sympathizers, shot the mirrors to pieces, broke tables and chairs, smashed bottles and poured out the liquor—*almost exactly repeating what the strikers had done at Greenberg's,* though on a grander scale. In the saloon of John Mydosh, whose hall was the strikers' meeting place, a policeman amused himself by shooting holes in framed paintings of the kings of Poland, and put a bullet through *the picture of Kosciusko*—the Pole who fought so gallantly in the American Revolution. Then the officers started going through the tenements themselves with drawn guns, "hunting for liquor," they said, and smashing up the strikers' homes. About this time the desperate Hunkies had taken to the roofs with whatever weapons they could find, and were firing on the police. Room after room was broken into, furniture smashed, things turned upside down in the search for "liquor"—and now also for "arms." The terrified people fled, screaming before the invaders to the street, where the "specials" drove them back at the point of their guns.

"Sig Smith, an employee of the International Nickel Company, who had no connection with the strike, dared to drive past the police "dead-line" in a wagon. One of the "specials" shouted that he recognized Smith as a sniper, and, running up, beat him so terribly on the head with his club that the man sank unconscious to the ground, his head split open. There was one real battle in the street, between two strikers and several deputies, in which George Boothby, of the *New York World,* is said to have been wounded—though impartial investigators found nothing but a pin scratch and a badly frightened Mr. Boothby. And so night came down on Bayonne, a night of terror for the Hunkies that must have reminded them of home.

"Police Inspector Cady was telling me his version of the day's events. "Why, them Hunks, they're the most vicious class of men in the country," he said. "Just to show you. We pinched one guy with a revolver on him, and asked him what he was doing with it. 'Why,' he says, 'when we go on strike in Russia the soldiers always come to shoot us down, and we must fight for our lives. I thought it was the same in America.' Now, ain't that crazy?"

Mayor Garven was asked to mediate between the strikers and the company. *"There is no necessity for mediation,"* he said. *"We have the situation well in hand now.* (The italics are ours.)

"At the same time, Recorder Cain was sentencing to six months in jail a half-witted boy who had spent most of his life in institutions for the feeble-minded—for "inciting to riot." The Recorder said: "The City of Bayonne is up against it, but we are going to win if we have to fill every jail in the State of New Jersey with your kind. The police will preserve law and order, and if you get in their way, remember, they will shoot to kill." Nine strikers charged with "carrying concealed weapons"—mostly clubs and blackjacks—were sent to prison for a year.

"All that night and Friday the raids on the strikers' homes continued, marked by the smashing of doors, the breaking of furniture, and continual shooting between snipers on the roofs and the police. Every one on the streets was chased indoors at the point of guns, and heads at the windows were shot at. Many peaceable pedestrians were cruelly beaten by the police, who did not dare go through the district alone, but marched in big squads, with rifles ready to shoot, or whirled through in automobiles which bristled with riot guns. Fifteen men were arrested on charges of "inciting to riot," "sniping," and "carrying concealed weapons"—among them two of the strike leaders, and John Mydosh, his son, Stanley, and a man named Peragrin, whose only offense was that he had four shot gun wounds on his body. In the course of a midnight police raid upon the home of Mrs. Stephen Popp, sixty-two years old, mother of one of the strikers, the old lady died of fright when the armed officers broke open the door of her room. That night another of those impossible "attempts to burn the oil tanks" took place.

"That was the last disorder of the strike—except for the lawlessness of the police. "We've got the strike broken," said Director of Public Safety Wilson, "and we'll keep it broken." This was accomplished in many ways, none of them legal. But as Inspector Cady told me, "Sure, we broke the law. You've got to break the law when you're up against a proposition like that."

"The behavior of the police has been so outrageous, however, that even the unsympathetic citizens of Bayonne sent a committee to protest against police brutality and the lawlessness of the "specials."

"For instance, the police refused to allow the strikers to meet in their own hall—except to vote on whether or not they would go back to work. All their leaders except George Melcher were arrested on trumped-up charges, and held in jail without trial—and Melcher was forbidden by the police to attend the strike meetings. Captain Griffen even threatened to "get" him if he continued to persuade men to vote the Socialist ticket on election day! Mrs. J. Sargeant Cram, of New York, was expelled from Bayonne when she went there to investigate strike conditions—on the ground that she was an "agitator." The *New York Call* was not allowed to circulate in the strike zone, nor the *Telegram*—because they might "incite to riot." On Saturday, October 14th, the strikers attempted to circulate a handbill, printed in English, Polish and Lithuanian, which read:

"To the Workers of Standard Oil Co.

"Fellow Workers!

"The strike is on.

"Wait your committee's decision; be in a peaceable manner; do not congregate on the streets and corners; 4000 workers of the Standard Oil Company of Bayway went on strike this morning, October 14th, at 7 o'clock.

"STRIKE COMMITTEE."

"The police immediately ordered the arrest of any person in whose possession this handbill was found! There is no doubt that all measures taken by the police were with the immediate object of driving the strikers back to work.

"And the strikers themselves were little else but an unorganized mob. During the three visits I made to Bayonne, accompanied by an interpreter, I found that most of them did not know of the existence of a Strike Committee, and those who did were ignorant of its membership. The Strike Committee I found sitting in a tenement room, without news, without control, without even knowledge of the strikers' movements. Most of them were pale young boys, desperate and helpless."

SUMMARY OF THE RIOT SITUATION IN HUDSON COUNTY.

In both the large strikes of 1915 and 1916 order was finally restored, in the former by Sheriff Kinkead and his deputies, in the latter by Inspector Cady and the Bayonne police. The sheriff employed 200 deputies in 1915, the city of Bayonne employed 100 special police in 1916.

There was much criticism of the methods used in both strikes. The general opinion in Bayonne was decidedly unfavorable to the methods of the sheriff. It was agreed generally in Bayonne that the city police were more successful in handling the situation in 1916, than the county authorities were in 1915. It was said that attempts in 1915 were ineffectual. Harsh measures were used by the police in 1916. They claim such measures were necessary for their own protection to prevent sniping.

Outside criticism was severe in regard to the conduct of the authorities in both instances. The article by John Reed in the *Metropolitan Magazine,* portions of which have been quoted, throws the blame for violence almost entirely on the local police.

Impartial investigation, however, shows that if any errors were committed by the police they were only errors of judgment and not of intention. The authorities did what they thought best and what seemed necessary. They were hindered because they did not at first have a force large enough to prevent rioting. The outsiders who were killed were killed by bullets from strikers, it seems, and not from the police.

Two facts stand out prominently. First that the regular local police force is insufficient in number to give proper protection in situations such as these two strikes, and second, that the use of additional protection of the character available under present methods is insufficient to prevent violence and rioting, destruction of property, atrocious assaults, and loss of lives of persons not involved in the labor disputes. In the 1915 riot five persons were killed, and 100 or more injured. In the last riot two spectators, one man and one woman, were killed, the body of one man, believed to have been murdered by rioters, was found, and at least 75 persons were injured. The damage to property was very large. Many thousands of dollars were spent by private companies for guards and the housing of men.

It would seem that had there been a mobile police force which could have come to the aid of local authorities quickly much of the rioting might have been averted. Had the police force been large enough, it is probable that such harsh measures need not have been used, and probably much loss of life and property might have been averted.

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following news items have been selected, therefore, as having a bearing on Hudson County police problems:

Jersey City Journal. *February 2, 1914.*

NO STATE POLICE FOR NEW JERSEY.

"Plans have been made to pass a bill at this session of the Legislature to create a State police force similar to the State constabulary in Pennsylvania. New Jersey cannot afford that luxury at present. This is the cold fact. It is not a question of how nice the new force would look or of how efficient it might be if it were needed. It is a question of cash."

New York Evening World. *December 26, 1916.*

SHOT AT AN AUTOIST.

"As Harry Goldkland, of No. 131 West Twenty-eighth street, Bayonne, was speeding along the Hudson Boulevard under the Lehigh Valley Railroad bridge, in Bayonne, early yesterday morning, two men, one colored, jumped in front of the machine and waved red lanterns. Fearing a hold-up Goldkland rushed by the men and one of them fired a shot from a revolver which whizzed by Goldkland's head."

New York Sun. *Nov. 10, 1916.*

DAYLIGHT HOLD-UP FOR INSURANCE OFFICE.

Robbers Get $1,500 in Prudential Branch.

"Two men, assisted by a third who kept watch outside, robbed the branch office of the Prudential Insurance Company at 8 Bergenline avenue, Union Hill, N. J., of between $1,200 and $1,500 early this afternoon.

"The men were all armed. After entering the place they covered the employees with revolvers, closed the door and took the payroll and insurance collections that were on hand, amounting it was said to not more than $1,500.

"Escape with the money was effected by means of an automobile. The thieves dashed out of the office into the car and headed apparently for New York. Notice was promptly given to Police Commissioner Woods by the police chief of Union Hill, and the assistance of the New York police was requested. The Union Hill police had hardly any items of importance describing the thieves. All three were said to be between 23 and 25 years old."

New York Evening Sun. *Dec. 18, 1916.*

TWO FAMILIES ROBBED WHEN OFF CELEBRATING.

"Two robberies in which the loot aggregated $1,500 or more were committed in North Hudson, N. J., last night when those who were robbed were holding a double celebration of relatives in Union Hill. At one place which was robbed two watch dogs were on guard.

"The families and the police are mystified by the similarity of the robberies. At each house the thieves entered by

the front door. The police are of the opinion that both robberies were committed by persons aware of the fact that all families were to attend the festivities at the Reisenberger home."

Bayonne Review. *Nov., 1916.*

SEE LITTLE HOPE OF CATCHING BANDITS.

"The Union Hill police have little hope of apprehending the three young men who stole $1,200 from the safe of the Prudential Insurance Company's office in Union Hill on last Friday.

"Their only clue—the smashed and abandoned automobile used by the robbers has led them into a blind alley.

"The young men were all of ordinary appearance. They were from 5 feet 9 inches to 5 feet 11 inches in height."

New York Times. *Oct. 10, 1916.*

OIL STRIKERS FACE RIFLE-ARMED POLICE.

"The whole police force of Bayonne, N. J., 110 men, some of them armed with repeating rifles, stood in East Twenty-second street, Bayonne, near the entrance of the Standard Oil Works, at 11 o'clock last night, striving by an initial display of force to prevent a recurrence of the big oil strike of last year, in which six men were killed. Around them were groups of Standard Oil employes who had voted a few minutes before to start an immediate strike, and who had signalized it by piling paving flags on the trolley tracks."

* * *

"Inspector Cady and Director of Public Safety Henry Wilson did not try to conceal the apprehension they felt of what today might bring forth. They had known for several days that there was unrest among the oil workers and that a strike might come at any moment. They had prepared for it by ordering every policeman on special strike duty, leaving the task of guarding the rest of the city to the Hudson Boulevard motor cycle policemen. Inspector Cady had procured half a dozen magazine rifles yesterday afternoon, and he had said that he would order them used at the first attempt at violence. Last night both he and Director Wilson were hopeful the need might not arise.

"But they dreaded the coming of morning. Last night the strikers were hilarious and excited, but they were not disorderly. Their success in drawing men from work prevented that. Officials feared the result if this success should not continue today."

New York Times. *Oct. 11, 1916.*

13 HURT, 3 MAY DIE, IN STRIKE BATTLES; SIEGE IN BAYONNE.

"Striking employees of the Standard Oil Company, armed with revolvers, rifles, and clubs, patrolled the streets of the Constable Hook section of Bayonne, N. J., last night, unmolested by the police, with whom they had engaged earlier in battles that ended with the wounding of four policemen and nine strikers, three of the latter so seriously that they may die. East of Avenue F, where the strikers established a guard line, they held uncontested possession of Bayonne's streets, though Police Inspector Cady, six lieutenants, and ninety-eight men, ten of them armed with repeating rifles, were quartered in Fire Engine House 4, hemmed between this guard line and the Kill von Kull, the narrow water way separating Bayonne from Staten Island.

"In Police Headquarters, outside that district, Director of Public Safety Henry Wilson and Chief of Police Michael F. O'Reilly scoffed at suggestions that they might call on the militia for aid or on Sheriff Eugene F. Kinkead, who ended the strike of last year after rioting had caused the death of six men. They insisted that the police controlled the situation, but it was a control that did no more than keep the strikers away from the Standard Oil plant, the Tide Water Oil plant, the General Chemical Works, and the buildings of the International Nickel Company. More than this the police did not even try to do, for, although his shrill blasts on a police whistle attracted their attention to him, the whole force of police watched but stood inactive, while Thomas Rose, chauffeur of a United States mail motor truck, was held up by a mob of 1,000 strikers at Avenue F and Twenty-first street and forced to turn back."

New York Times. *Oct. 12, 1916.*

ONE DEAD, 20 SHOT IN BAYONNE RIOTS; MOBS HOLD TOWN.

"Mob rule was established in Bayonne, N. J., last night. The entire police force was practically under siege in two strongholds and strikers of the Standard Oil and other plants in the Constable Hook section held possession of the streets there; in an early evening battle with the police, a woman had been killed and a score or more of strikers wounded, two so seriously it was believed they could not recover.

"Disorder began with early morning and continued throughout the day. A mob beat railroad detectives and took possession of the Twenty-second street station of the Central Railroad of New Jersey. Passengers were prevented from alighting from trains until the railroad company finally ceased to stop trains there.

"More than 1,000 men surrounded police headquarters and threatened to tear down the building to rescue two comrades who had been arrested for displaying weapons. They withdrew only after Michael F. O'Reilly, the aged Chief of Police, had faced them alone, armed only with a revolver, and after fellow-countrymen, addressing them in Lithuanian, had begged them to avoid bloodshed.

* * *

"Throughout the day trolley cars had been stoned, innocent citizens seized and beaten, and attacks made on the firemen when they responded to false alarms.

"One fire was started presumably by sympathizers of the strikers, and the fire hose was cut as fast as the firemen unreeled it. The shooting occurred when the police tried to prevent this. Crowds of strikers turned back the fire apparatus when the firemen tried to respond to a blaze in the Standard Oil works. The police watched this and did not interfere.

"But residents of Bayonne talked of organizing a Citizens' Vigilance Committee to protect life and property, and Mayor Pierre Garvan told them they were entitled to use such arms as they required to accomplish this. At police headquarters permits to carry weapons were issued to any reputable citizens requesting them. Only the city officials made any pretense of feeling confident of their ability to meet the situation. Others declared that the strikers had started a reign of terror, the end of which none might predict unless outside assistance was brought to the aid of the police."

6—Opinions of Governmental Officials

Prosecuting Attorney, ROBERT S. HUDSPETH, of Hudson County says in regard to State police: "I am negative." He says that there may be some need of State police in some of the rural counties.

Asst. Prosecuting Attorney, GEO. T. VICKERS, of Hudson County said that he believed in State police because it was a continuous body and not influenced by the fact that they were residents of the county like county officials. The State police is a State-wide body while the duty of the constable stops at the county line. In order to arrest a prisoner over the county line, the constable must take the trouble to go before the Justice of Peace and obtain a new warrant. The State police fills a place which neither a constable nor sheriff are fitted to fill. They do patrol duty to deter as well as apprehend crime. The State police should be used instead of the National Guards for strike duty. In summing up, Mr. Vickers said: "The State police are a mobile, vigil force whose power is not fixed by any boundary."

Sheriff of Hudson County EUGENE F. KINKEAD, stated in an interview that in 1915 at Bayonne he used two hundred deputies, who cost the county $20,000. He is opposed to the State police system. He judges a system by the results. Under the present system the strikes which have arisen have been put down. The State police would be too costly, he thinks. To bring in police from outside would have as bad effect as to bring in strikebreakers. A State police might afford better protection in rural counties but it would not be fair to tax Essex and Hudson counties to pay for the same.

In a letter, Sheriff Kinkead said:

"I have yours of the 22d instant, and in reply would say that, in my judgment if the Sheriff's office had at its command during the Bayonne strike two hundred uniformed police, the situation would have been at all times well under control. I am of the opinion that, at least in the northern section of New Jersey, some reciprocal arrangement might be made between the different municipalities whereby the police of one municipality could be used in another during periods of unusual stress.

"I am not familiar with the requirements elsewhere in this State, but here in Hudson County if the reciprocal arrangement suggested above were agreed upon, I do not see the necessity for the establishment of a State police force for our protection." (*a*)

Commissioner of Public Safety, HENRY WILSON, Bayonne, favors the State police. Had there been such a force in existence he would have called on it in the 1916 riot. The value of the State police force would depend on its mobility, and the quickness with which it could be brought into operation in a riot district, he said. It took him from Monday until Thursday to completely organize his men to handle the situation in 1916, and the rioters got a start. Mounted men are valuable in policing riots, but the horses must be trained. He tried to mount five or six of his men. They had one trained police horse, and five or six wagon horses. When they got into the shooting the horses were uncontrollable with the exception of the trained horse. A State police should be out of politics, and the men should be carefully selected, he thought.

Chief of Police, MICHAEL F. O'REILLY, Bayonne, thinks the sheriff-constable system is inadequate. The sheriff used a few constables in the July, 1915, strike. Without a uniform the constables do not amount to much. They cannot face a riot like uniformed or trained men, he said. Chief of Police O'Reilly favors a State police. He thinks they would give better help in time of riot and would be better than the militia.

Inspector of Police, DAN. F. CADY, Bayonne, favors a State police to a certain extent. It would be needed for the foreign element. They cannot be made to understand by talking to them or even by a uniformed man or body of men, he said. They do not particularly respect a uniform. A State police would have more authority. The fact that they are mounted would help, and they would be more efficacious. As far as the local situation is concerned, Inspector Cady believes he can handle it for the next ten or fifteen years. He has been studying the situation, has had plenty of experience, and thinks he has methods planned which will handle it.

JAMES H. DOUGHERTY, *Attorney for the Strikers* at Bayonne, said he thought State police would be necessary if there were many more instances similar to the Bayonne riots in 1915 and 1916. The foreigners are not illiterate, but when on a strike the unorganized mob spirit takes hold of them and they follow any leader and get riled up with booze and are misled by bad leaders. If they knew there was a State police it would deter violence, he thinks. They respect the police uniform. They resent deputies as strikebreakers or outsiders. They do not respect the militia and are worried by their guns. There were many rowdies among the strikers. There was no violence after the leaders put matters into his hands, he said.

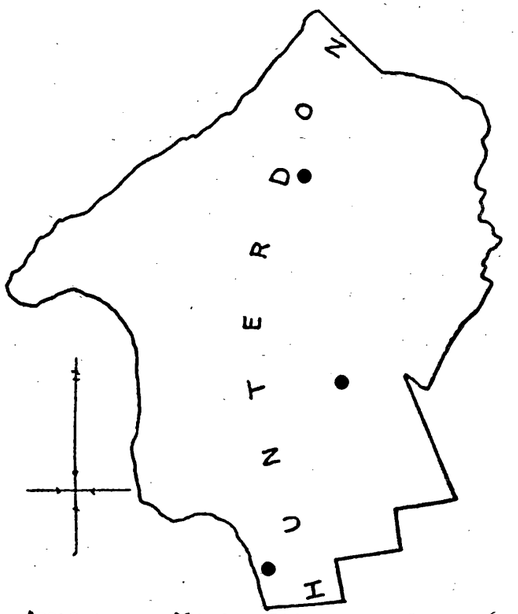
7—Summary for Hudson County

There is no rural problem in Hudson County, but there is a lack of protection to the suburban districts lying between the municipalities. A study of the crime records shows that 19% of the criminals, against whom Grand Jury indictments stand are fugitives, and 47% of the complaints of crime have not resulted in punishment to the criminal.

The Bayonne riots, which were handled alternately by the county and municipality, resulted in several fatalities and some destruction of property. In 1915 five persons were killed and one hundred or more injured, and in 1916 two persons were killed and seventy-five persons injured.

(*a*) Letter to the New Jersey State Chamber of Commerce, dated April 25, 1916.

HUNTERDON COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL

There is police patrol in three municipalities. The remaining unpatrolled area contains 79% (or 27,462) of total population and 80% (or $13,527,171) of all devastable property in county.

Records show that 69, or more than 50% of all criminals indicted during 1912-1916, have been dropped or escaped apprehension.

362, or 58% of all complaints of crime during 1912-1916, have not resulted in punishment of any criminal.

Prosecutor is non-committal on State Police.

1—The Geographical and Sociological Nature of the County

Hunterdon County is a distinctively rural county including about fifty small towns and villages. The village population comprises about two-thirds of the entire population, which in 1910 was registered as 32,569. In size Hunterdon County is one of the largest in the State, embracing an area of 437 square miles. The two largest towns are Lambertville (population 4700), which is an industrial town on the Delaware, and Flemington, the county seat (population 2800).

The people of the county are primarily farmers; there is a considerable number of Jewish farmers. An element of the population that causes some trouble in a criminal way is the backwoods dwellers of the Musconetcong and Sourland mountains. It seems that these border ranges are inhabited by a few families similar to the well known "hillers" of the South. In fact, the families in the northern part of the county are known as "Fox-hillers." These people and some of the families in the Sourland Mountains appear to be clannish and dissolute, with a perverted social sense. It appears that the situation is slowly mending, particularly in the northern district, but there yet remains a sociological problem which reaches the criminal officers of the county.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

The only regular municipal police forces in the county are:

Lambertville—2 regulars.
Flemington —1 regular.
Highbridge —1 regular.

2. COUNTY.

Hunterdon County has no county detective and depends for its protection entirely on its constables which number about 20. As in most other counties where a similar situation obtains, the county work has been shifted to a "working constable." Mr. Elmer Hann is jail warden, custodian of the county, and the policeman. It is estimated that he does 60% of the constable work of the county; he is the Prosecutor's main assistant in the apprehension of criminals; and is the only trained detective in the county in so far as there is any trained man at all. Mr. Hann receives a regular salary as warden, custodian, and court constable. As the Prosecutor's detective he receives forty cents an hour, and as ordinary constable his fees. Clear of necessary expenses Mr. Hann's compensation is approximately $100 per month. The present Sheriff also co-operates with Mr. Hann and the Prosecutor in their work.

3. PRIVATE.

There are no private police systems in Hunterdon County. It might be mentioned, however, that Mr. Hann is policeman of Bellewood Park, which is owned and operated by the Lehigh Valley Railroad Company for Sunday and holiday excursions and is also private detective for one of the large railroads.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIMES.

a. Crimes for which there is no record.

There appears to be but little crime which does not reach the ears of the officers and is not placed on the books. Speaking of informal complaints, such as telephone complaints, Constable Hann estimates that he does not receive on an average over two a week. Assistant Prosecutor Dunham, who is also the "working justice" of the county, states that "all informal complaints are investigated thoroughly by this

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator Clarence Ludwig and from correspondence with officials and the public generally.

office." Whenever it is seen that a complaint indicates a real case, a special endeavor is made to have the complainant swear out an official complaint before a justice of the peace.

b. Difference between the number of complaints and the number of Grand Jury Indictments plus Special Sessions Cases.

In Hunterdon County, as in other counties, the number of official complaints is much larger than the number of cases which result either in indictments or special pleadings. This difference is shown in the following table:

	Complaints.	(a) Indictments plus Special Sessions Cases.	Complaints not resulting in Indictments or Special Sessions Cases. Number.	Percentage.
1911	103	33	70	67.9%
1912	77	49	28	36.3%
1913	134	57	77	57.4%
1914	126	60	66	52.3%
1915	108	45	63	58.3%
1916	80	22	58	72.5%
Totals..	628	266	362	57.8%

It is to be noted in the foregoing table that out of the 628 complaints only 266, or forty-two per cent., ever reached the stage of an indictment or a plea before the county judge. It can readily be assumed that a large share at least of the fifty-five per cent. of the complaints that were dropped, were dropped because of insufficient evidence for trial.

c. The number of criminals indicted by the Grand Jury but never apprehended.

It is difficult to get at the exact number of unapprehended indicted criminals, because of the incompleteness of the Prosecutor's records. The Prosecutor indicated only five cases of fugitives in the period of 1912 to 1916—they were all in the year 1912. A comparison, however, of the cases recorded in the Grand Jury (or Oyer and Terminer) book with the Quarter Sessions cases in the trial book shows a large number of indictments that never came to trial for one reason or another. The total of indictments for the years 1912-1916 is 136. The total quarter sessions cases (cases in which indicted men are tried) for the same period of time is 67, or slightly less than one-half. The remaining 69 either were dropped or were unapprehended.

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

The ineffective protection indicated by these records is due in large part to the old system of relying on the Sheriff and the constables for police duty. That the system has in most essentials broken down is shown by the existing state of affairs in Hunterdon County, as in other counties. County Judge Paul A. Queen says there are four or five good constables out of the twenty. Mr. George K. Large, former prosecutor, is of the opinion that "about two constables can be depended on in a crisis." Constable Hann says: "You can't get good constables because of the inadequacy of pay and the difficulty of getting expense money." The fact that Mr. Hann is sent for by the whole county and that he does over half the work is evidence that the county cannot afford to rely for protection on a group of citizens who are not always on the job.

Despite Mr. Hann's value as a trained constable, the weakness of the whole system became evident in a recent emergency resulting from the murder of two old people in the Sourland Mountains. The case was put into the hands of the local officers under the leadership of Mr. Hann. Their efforts resulted in the arrest and trial of a man who proved to be the wrong party and who was acquitted. Now the case has been turned over by the Board of Freeholders to the Burns detectives, who have made a thorough study of the case and who have secured the conviction of their two suspects. The local sentiment is not inclined to blame Mr. Hann for the failure to "follow the tracks before the rain the next morning," but makes a point of the fact that the case was too large and difficult to expect local officers who have other duties calling them to "stick with the job." (a)

The general consensus of opinion in Hunterdon County as to the need for more county protection is that the local officers can handle the situation and that there is no need in Hunterdon County for protection by a State police. (b) Yet just such a situation as this murder case, which Mr. Hann estimates will cost the county $4,000 for special detective service, points to some central detective agency that can aid a rural county like Hunterdon in similar emergencies.

3. THE COST OF THE PRESENT PROTECTION.

Whether Mr. Hann's estimate of cost in the murder case will prove to be correct or not, the item is a striking commentary on the financial phase of the State police problems. There is no question but that a State detective force which could immediately have come to the assistance of the Hunterdon official would have effected a large saving to the county in dollars and cents.

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIMES IN THE COUNTY.

a. Complaints.

The following table shows the number of complaints in the county for the last six years to be 628 in number. (c)

	1911	1912	1913	1914	1915	1916	Total
Assault	6	3	9	9	9	4	40
Assault and battery	41	24	42	34	22	24	187
Atrocious assault and battery	5	4	3	..	..	2	14
Adultery	..	2	2	3	1	2	10
Attempted arson	..	1	..	..	..	..	1
Assault, attempt carnal abuse	1	1	..	..	2	1	5
Assault, intent robbery	1	1	1	..	2	..	5
Assault, intent to kill	..	..	0 1	1	1	..	3
Auto laws	..	..	..	..	..	1	1
Burglary	..	1	1	1	1	..	4
Breaking and entering	3	4	3	6	4	1	21
Bigamy	..	..	..	..	1	..	1
Breaking jail, or attempt	..	..	3	1	..	..	4
Carrying concealed weapons	1	3	3	3	1	..	11
Chicken stealing	2	..	1	..	2	..	5
Cruelty to animals	..	..	3	2	1	..	6
Concealing crime, murder	..	..	..	..	..	7	7
Disorderly house	..	1	1	1	1	..	4
Desertion	..	..	..	1	2	..	3
Disorderly person	1	1	2	33	8	2	47
Embezzlement	..	1	3	2	1	..	7
Extortion	..	..	..	..	..	1	1
Fugitive from justice	..	..	..	1	1	..	2
False pretense	3	1	5	..	..	..	9
Forgery	2	..	..	1	..	..	3
Fornication	..	..	2	1	2	3	8
Gambling	..	..	..	..	..	1	1
Highway robbery	1	..	1	..	..	..	2
Horse stealing	..	1	..	1	2	..	4
Kidnapping	1	..	..	..	..	..	1
Illegal selling	1	1	3	..	1	..	6
Incest	..	..	..	..	..	1	1
Indecent assault	..	..	..	..	1	..	1
Illegal train riding	1	..	..	..	..	..	1
Larceny	10	8	18	9	14	5	64
Larceny, grand	2	..	3	3	6	..	14
Livery law	..	..	1	..	..	..	1
Malicious mischief	4	..	8	3	2	1	18
Murder	..	1	2	1	..	6	10
Misdemeanor	1	1	3	..	6	1	12
Non-support	2	..	..	3	3	1	9
Nuisance	..	..	1	1	..	..	2
Poisoning	..	..	..	..	..	2	2
Rape	..	..	1	1	4	1	7
Refusing to assist officer	..	..	..	..	..	1	1
Robbery	4	..	1	..	..	..	5
Receiving stolen goods	1	1	2	1	1	..	6
Resisting officer	1	6	..	1	1	7	16
Surety	6	7	1	..	1	..	15
Threats	2	3	4	3	4	5	21
Totals	103	77	134	126	108	80	628

(a) The summation of the indictments and the Special Sessions cases is shown in the following table:

	1911	1912	1913	1914	1915	1916
Indictments	28	28	18	28	26	8
Special Sessions cases	5	21	39	32	19	14
Total	33	49	57	60	45	22

(a) This situation and the need for "emergency protection" was brought out by Mr. James E. Farmer, Industrial Secretary, Flemington Chamber of Commerce.
(b) Those who concurred in this opinion were: Prosecutor Richard S. Kuhl, Assistant Prosecutor Geo. W. Dunham, and County Judge Paul A. Queen.
(c) The list of complaints was secured by Investigator Ludwig from the original documents filed in the clerk's office.

b. Grand Jury Indictments and Special Sessions Cases.

For the same number of years the number of Grand Jury indictments and Special Sessions cases is shown by the following table to be 270.

SPECIAL SESSIONS CASES AND INDICTMENTS IN HUNTERDON COUNTY FOR SIX YEARS, 1911-1916. (*a*)

	Special Sessions cases.	Indictments.
Assault	7	8
Assault and battery	21	21
Atrocious assault and battery	11	11
Adultery	3	2
Assault, intent to kill	3	..
Assault, intent rape	1	2
Assault, intent robbery	2	..
Breaking and entering	17	7
Carrying concealed weapons	3	7
Chicken stealing	3	4
Disorderly house	1	3
Embezzlement	1	3
Election laws	1	5
False pretense	1	7
Forgery	..	4
Fornication	..	2
Horse stealing	11	..
Illegal selling	4	3
Incest	2	..
Larceny	20	10
Larceny, grand	2	3
Libel	..	2
Livery laws	..	1
Malicious mischief	5	3
Murder	..	6 (*b*)
Misdemeanor	..	3
Manslaughter	..	1
Nuisance	..	2
Open lewdness	3	2
Rape	2	4
Refusing to assist officer	2	4
Robbery	..	4
Receiving stolen goods	3	1
Threats	1	4
Total	130	139 (*c*)

The table of complaints shows that the most common crimes in the county are assault, assault and battery, atrocious assault, breaking and entering, disorderly person, larceny and threats.

It is evident from the tables that there exists in Hunterdon County no noticeable police problem. In fact, the sentiment expressed by government officials and other prominent citizens of the county pictures Hunterdon as a comparatively peaceful county. When Sheriff John W. Sharp was interviewed in November he had just taken a juvenile delinquent to Jamestown, and he made the statement that it was the first case in two years of a boy under sixteen being taken to Jamestown. The Sheriff also made this significant comment on the criminal situation in the county: "If it weren't for whisky there would be few in jail. Seven out of the nine in jail at the present time are disorderly cases."

Warden Hann gives the average number in jail during the latter part of 1916 as from fifteen to eighteen, and an average for a longer period of about eight. "Eighty per cent. of the crime," he says, "is due to rum; many are sent up for ninety days by the justices as 'drunks' or 'disorderly.'" It also appears that there are lengthy periods when the jail has no inmates at all. (*d*)

2. The Amount of Rural Crime.

There is, of course, some petty stealing in the rural sections, but not enough to cause the farmers any particular trouble. Assistant Prosecutor Dunham says he does not remember a single complaint of the stealing of farm produce except chicken stealing in five years. The only rural police problem is the backwoods situation, particularly the Sourland Mountain situation. The exact state of affairs there is somewhat shrouded in mystery, some going so far as to say that it is a harboring place for criminals. (*a*) The rumor is current that several people have been murdered in the Sourland district; at least they have disappeared. In regard to the Sourland district, Assistant Prosecutor Dunham stated: "I would never travel in that district if I carried any money." The recent murder case is the first one in which an apprehension has been made. Sheriff Sharp states that "there have been seven murders there in nine years." Whether or not this is correct cannot be ascertained from the records because the cases have never been investigated either by Hunterdon County or by Somerset County. It might be worthy of note that the Sourland situation is really an inter-county situation and cannot be adequately handled by officers whose authority stops at a county line. Speaking of the recent case, the Sheriff said: "The county should have hired detectives at first. For a job like that a man has to be on the job all the time, not off and on a day at a time. Deputies won't do." Mr. Hann himself admitted it would only be a matter of time till the county or the State would have to furnish expert detective service for such occasions.

3. The Foreign Problem in the County.

Comparatively speaking, the foreign element in Hunterdon County is not large enough to create much of a police problem. It seems, however, that the ratio of foreigners is increasing (*b*) particularly around Lambertville, Flemington, Stockton, and Highbridge, where the steel works and quarries have been attracting low class labor.

4. Riots in the County.

There is no appreciable riot problem in the county.

5. The Forest Fire Problem in the County.

The only forest land in the county is in the northern section, composing Lebanon and Tewkesbury townships. This section has State warden service, although there isn't much trouble with fires. The 1915 report of the Department of Conservation and Development shows only one embryo fire for the year 1915.

6. The Enforcement of the Fish and Game Laws.

The importance of game and fish in Hunterdon County is small, but that the laws were well enforced was the unanimous agreement of all those interviewed on the subject.

7. The Enforcement of the Road Laws.

There is no speed problem in the county, except around Lambertville, where complaint is made of flagrant violation of the auto laws by Philadelphia cars.

5—Newspaper Opinion

The need for added police protection has never been so apparent in Hunterdon County that the question of a State police has undergone discussion by the press. Upon interview the following opinions were secured from several editors:

Joseph N. Hazen, editor of Lambertville *Beacon,* thinks a State police system might be good for the State as a whole, but that Mr. Hann can easily handle the Hunterdon situation, and that there is not need for added police protection locally.

W. A. Abbott, editor Hunterdon *Republican,* sees no need for added protection. Mr. Hann he regards as first class.

Antony Killgore, editor Hunterdon County *Democrat,* declares "no surrounding county is as law abiding as Hunterdon. I think the proposition of a State police would be received as a joke here, because there is no need for added protection."

(*a*) "The list of indictments was secured from a Grand Jury book in the possession of the Prosecutor; the Special Sessions cases were secured from the Prosecutor's trial book."

(*b*) Four of the six murder indictments are in connection with the recent Wyckoff murder case in the Sourland Mountains.

(*c*) The discrepancy between the total indictments as here analyzed (139) and the summary previously given (136) is due to a probable error in taking down the indictments crime by crime.

(*d*) Statement made by County Collector Chamberlain to Investigator Ludwig.

(*a*) County Collector Chamberlain: "The two mountain districts are sometimes regarded as home by inter-county criminals; there are a few families there you want to keep your eyes on."

(*b*) Statement of James E. Farmer, Industrial Secretary, Flemington Chamber of Commerce.

6—Opinions of Governmental Officials

The opinions of governmental officials in regard to a State police in Hunterdon County have been given and are listed below:

Prosecutor, Richard S. Kuhl, is non-committal.

Former Prosecutor, George K. Large, says: "I wouldn't say there is no need for additional police protection in this county. We have to admit that we haven't anybody that can be called on in emergencies. A State police would be a fine thing."

Sheriff John W. Sharp admits the inadequacy of the sheriff-constable system, but thinks the remedy lies in a county reorganization giving the county more power.

Justice of Peace and Assistant Prosecutor, George W. Dunham, sees no need for a State police in Hunterdon County.

Constable Elmer Hann, says: "It is only a question of time till we'll have to come to it."

County Collector Chamberlain thinks the "general morality of the county is exceptionally good."

Mayor of Lambertville, Dr. Theo. Balderston, says there was more need for a State police twenty years ago than now.

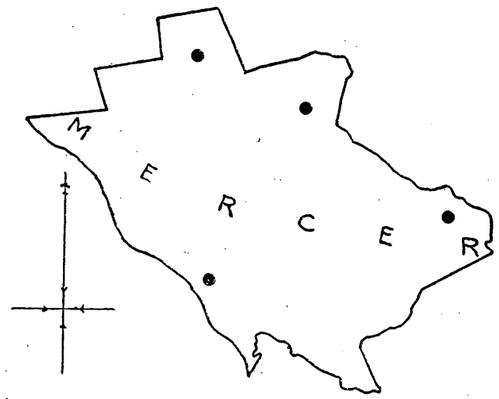
Commissioner Andrew Foltz, of Lambertville, says: "Leaving out murder cases, we get along very well. The State police is a help to small cities with small police forces. Lambertville couldn't handle a strike, if one should occur. Sheriff's deputies are untrained."

The Commission of the City of Lambertville took up the question of a State police at the request of our investigator and voted a favorable recommendation.

7—Summary

The fact that Hunterdon County is distinctively a rural county with few large industrial establishments, is explanation for the small and simple police protection, and for the comparatively small amount of crime. The one outstanding feature of the Hunterdon County study is the helplessness of such a county in cases of emergency, similar to the recent murder case. There is an obvious need for some outside official agency that may be called upon on occasion to furnish protection, particularly of a "detective" nature.

MERCER COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL

There is police patrol in four municipalities. The remaining unpatrolled area contains 19% (or 27,011) of total population and 11% (or $9,448,094) of all devastable property in county.

171, or 22.4% of all criminals indicted during 1914-1915 and first two terms of 1916, have become fugitives.

2,445, or 57.9% of all complaints of crime during 1914, 1915 and first two terms of 1916, have not resulted in punishment to criminal.

Prosecutor does not favor State Police.

1—The Geographical and Sociological Nature of the County

Mercer County has an area of 226 square miles and a population between 125,000 and 140,000. The municipal divisions of the county are:

City of Trenton, population	108,000
Borough of Princeton, population	6,000
Borough of Hightstown, population	2,000
Borough of Hopewell, population	1,000
Borough of Pennington, population	1,000

and eight townships, of which Hamilton Township is the most important because it includes most of the Trenton suburbs.

As shown by the population figures, by far the largest portion of the population is urban population. The ratio of foreigners is between 20% and 30%.

Mercer County is predominantly an industrial rather than an agricultural county. The most important of its many and varied factories are the Roebling's Wire & Iron plant, the Mott Iron Works, and several large potteries and rubber works.

2—A Survey of the Police Protection in the County at Present

1. Municipal.

The total personnel of the Trenton police force is 151. The number of policemen is 138, of which number one is a woman policeman, five are detectives, and five are motorcycle patrolmen. Other urban centers which have more or less regular patrols are:

Princeton Borough—Four regulars.

Hightstown Borough—One regular, several specials.

Hamilton Township—Three or four regulars, several specials.

2. County.

The Prosecutor's office has three detectives, who are the only real county officers. They receive $125.00 a month. These detectives are assisted to a greater or less extent by the constables of the various townships. One of the three

The tabulations and other data contained in this county study were secured from field investigations within the county by investigators Clarence Ludwig and Gale Pheasant and from correspondence with officials and the public generally.

detectives has been placed in charge of the office and consequently cannot get out into the field to any great extent.

As a matter of practice, what actual protection the suburban districts surrounding Trenton receive is given by the city police department. When an accident occurs or a crime is committed within a half dozen miles or so of the city limits, a city officer or ambulance is first called. The Trenton police realize that the outlying suburbs have no adequate protection, and they are willing to cross the limits of their jurisdiction to apprehend crime. When men have been arrested outside of the limits by the city police they are turned over immediately to the Prosecutor's office instead of being brought before the city magistrate.

3—The Adequacy of the Present Protection

1. Amount of Unpunished Crime.

a. Crimes for which there is no record.

As will be seen by the subsequent discussion of the amount of rural crime and the foreign problem of the county there is a great deal of crime which goes entirely unpunished and is not recorded. It is impossible to estimate the amount of this unrecorded crime.

b. The number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

The records for the county as a whole were gotten from Prosecutor Martin P. Devlin, with much difficulty, because of his opposition to a State police system. He expressed the opinion that "there is only one reason for a State police, and that is to serve as a strike breaking organization for the employers of the State." Any attempt to picture the criminal condition of the county as shown by the records, he thought was only a subterfuge. When the necessary figures were secured in summary form they presented an indictment against the Mercer County police conditions. Only the summary figures for three years could be secured, which are as follows:

	Complaints.	Special Sessions.	Indictments.
1914	1884	427	328
1915	1570	328	288
1916 (2 terms)	766	258	146
1916 (3rd term)	..	..	222
	4220	1013	984

c. The number of criminals indicted by the Grand Jury but never apprehended.

There are two records from the office of Chief of Police of Trenton that may throw some light on the county problem. The first is a record of fugitive warrants that have been sent out for the apprehension of Trenton criminals, and that have been either unreturned or returned "not found." This record shows three such warrants for 1912, four for 1913, fourteen for 1914, sixteen for 1915, and twenty-three for 1916. The increase in number is, of course, largely due to a shortening of the time available for detection. The other record shows how many warrants issued by the Trenton Police Magistrate on complaint are "not returned." These "not returned" or unapprehended cases are as follows for the six years, 1911-1916:

1911	140
1912	116
1913	161
1914	91
1915	136
1916	239

The following table gives the number of indictments and fugitives from justice for the entire county during the last three years:

	Indictments.	Fugitives.	Ratio fugitives to indictments.
1914	328	63	19%
1915	288	62	21%
1916 (2 terms)	146	46	31%
1916 (3d term)	222	—	—

A record of murders in the county was secured from the Trenton Chief of Police. Out of the twenty murder records on file ranging in time from 1887 to date, only four appear to have been committed outside the city of Trenton. Of the entire twenty, one has committed suicide, one is serving a sentence in a prison of another State, and six have been apprehended and tried. Twelve of the twenty are unapprehended.

2. The Effectiveness of the Sheriff-Constable System.

The only criminal duty which the sheriff performs is to take charge of a posse of deputies in case of a riot. The sheriff is almost as much of a stranger in the Prosecutor's office as is the Surrogate. The constables of the county, with the possible exception of a few who are regular uniformed marshals, are practically a nonentity. As in the other counties of the State, the sheriff-constable system has largely broken down as a deterrent force.

Although Mercer County has three county detectives it does have to depend to some extent upon city detectives and marshals. Without a doubt, the adequacy of criminal detection in Mercer County would be improved by a State detective agency which would systematize the county work and would put trained detectives on the job.

Practically all of the opinions as to the effectiveness of the police protection of Mercer County point to an insistent need for some kind of additional protection outside of Trenton. Many examples could be given to show this need of the suburban or rural districts. The County Collector, Joseph H. Black, cited a recent murder in Hightstown that was unapprehended, and also the case of a girl found murdered in a field in the northern part of the county, in which nothing had been accomplished by the county detectives.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crime in the County.

a. Complaints, Indictments, and Special Sessions Cases.

As stated before, it was possible to secure the figures in summary form only. (*a*) Below is the summary table of complaints, Grand Jury indictments, and Special Sessions cases for Mercer County for 1914-1916:

	Complaints.	Special Sessions.	Indictments.
1914	1884	427	328
1915	1570	328	288
1916 (2 terms)	766	258	146
1916 (3rd term)	..	..	222
	4220	1013	984

The Sheriff, Mr. J. Warren Fleming, says that "considering the population the amount of crime in Mercer County is small." The most prevalent type of crime is the crime of violence, such as fighting and disorderly conduct and assault. It is the opinion of Judge E. E. Marshall, as it is of the officials of most of the other counties of the State, that by far the largest part of crime is due to liquor. Out of a total of 4668 arrests for the year February 28, 1915, to February 29, 1916, made by the Trenton police department, 2232 or almost one-half, were for the three charges of "disorderly person," "drunk and disorderly" and "drunk." Judge Marshall made mention of the fact that the officials were very strict in bringing in cases of neglect and non-support.

The Sheriff made the same remark in regard to "carrying concealed weapons." (*a*)

2. The Amount of Rural Crime.

The Director of Public Safety of Trenton, Mr. George B. La Barre, said that the outlying districts of the county need more protection. The deputy Director of Public Safety, Mr. J. Wallace Hoff, gave several examples to show how large a handicap rural residents are under as compared with the city residents. He told of an Italian farmer whose neighborhood was terrorized by an Italian road gang, but the farmer was afraid to make complaints against his countrymen because he feared for his life. There has also been much trouble on interurban trolley cars. On one occasion the company turned the protection of their cars over to the Princeton students, which proved to be unsatisfactory. Mr. Hoff stated that there have been times when outbound trolley cars have been forced back to Trenton to be protected by the city police. According to Mr. Hoff, a man has to take care of himself and protect his property himself if he wants any protection in the rural districts. He said women are often attacked by tramps, that there is considerable barn burning, and too much license given both to automobilists and to drivers of horses. The paramount need of the rural districts of Mercer County, in his opinion, is for some kind of a patrolman who has authority to ask questions, and whose presence will make women and children feel that they are safe.

The county has experienced little trouble from the Sourland Mountain district, which appears to concern Hunterdon and Somerset counties more than Mercer County.

Mr. Frederick Brace, counsel for the Board of Chosen Freeholders of Mercer County, stated that the city department handles its foreign crime pretty well, but that the protection in the suburbs was inadequate. He gave a personal experience to illustrate the ineffectiveness of the city detective force when it came to a real county problem. His own father was lost while taking a walk in the suburbs, having presumably been murdered. Mr. Brace put the city detectives on the case, but they accomplished nothing. Then he hired the Burns Detective Agency, and in the words of Mr. Brace, "the Burns detectives did more in two days than the city detectives did in two weeks." The city detectives were very obliging and would do what I told them; but they had no originality or headwork about them." Mr. Brace stated that it is the same with most all serious crimes, such as robberies, that they seldom get the criminals, and that a successful apprehension is the object of comment and big headlines.

3. The Foreign Problem of the County.

That there is a great foreign problem in Mercer County is shown by the statement of Sheriff Fleming, who said that "80% of the indictments are against foreigners." Twenty-three per cent. of the population are foreigners. In the rural section around Trenton there are a great many foreign employees who cause much trouble in that district.

4. Riots in the County.

Trenton is the seat of many large factories. In 1914 there was a general strike of union machinists in Trenton which required the utmost efforts of the local police. There was considerable violence in the city.

As to the situation in the city the following quotations are made from the Report of the Bureau of Statistics:

> "The strike was begun, as announced, on June 1st. There were at that time about four hundred and eighty-five (485) union and non-union machinists employed in twenty-four (24) establishments large and small, in or near the city of Trenton. In the few establishments that had conceded the demands of the union wholly or nearly so, there were one hundred and forty (140) men employed, about thirty of whom were members of the union. These men were not included in the strike order, and therefore remained at work. (*a*)
>
> * * *
>
> "The Employers' Association issued a notice stating that the strikers' places would be kept open for them one week, and that those who had not returned on or before the expiration of that time would be regarded as having permanently severed their relations with their employers who would thereupon fill their places as fast as possible with new men. This call having produced no effect, several of the larger plants engaged new men who were easily procured because of the depression in the metal trades industries which then prevailed throughout the country. In one instance the new men were housed and cared for within the plant, and in others, quarters were provided for them in vacant buildings near the works. City policemen were detailed for the protection of these establishments and in some of them special guards were employed after several hostile demonstrations by strike sympathizers had been made against the new workmen while passing between the shops and their quarters. One of the firms involved in the strike had taken on from twenty-five to thirty new men, and several smaller concerns employed from two to ten each. Clashes between the strikers, or those who wished to show sympathy for their cause, and the employes of the shops who remained at work rather than join the strikers had become quite numerous, and the city

(*a*) The following list of crimes and offenses committed in 1915-1916 in the city of Trenton was obtained:

	Arrests.
Abortion	2
Adultery	44
Arson	1
Assault and battery	323
Assault with intent to kill	1
Atrocious assault and battery	127
Attempted abortion	1
Attempted assault	1
Attempt to enter	5
Attempt to kill	1
Attempted larceny	2
Attempted rape	1
Attempted robbery	1
Attempt to sell leased property	2
Attempted suicide	2
Bastardy	12
Beating board	1
Bigamy	1
Breaking and entering	20
Breaking & entering & larceny	26
Burglary	23
Burying body without permit	1
Capias	1
Carnal abuse	12
Carnal indecency	1
Carry concealed weapons	38
Conspiracy swindle	3
Cruelty to animals	1
Criminal libel	3
Criminal negligence	1
Demented	55
Defrauding landlord	6
Deserter U. S. Army	1
Desertion	24
Destroy public property	1
Disorderly	996
Disorderly and drunk	516
Disorderly house	14
Drunk	720
Entering by day	2
E. and larceny	5
E. and grand larceny	2
Embezzlement	10
Escaped lunatic	7
Forgery	2
Fornication	43
Fugitive	33
Gaming	34
Highway robbery	2
Hotel beat	1
Incest	1
Illegal sale	1
Illegal fishing	1
Incorrigible	9
Indecent assault	5
Interfering with officer	1
Larceny	4
Larceny from person	6
Grand larceny	62
Chicken stealing	8
Petit larceny	218
Lewdness	7
Malicious mischief	61
Manslaughter	4
Mayhem	1
Neglect children	2
Non-support	57
Passing counterfeit money	2
Perjury	1
Procuring	1
Receiving stolen goods	15
Removing mortgaged property	1
Rioting	1
Robbery	3
Runaway boy	35
Runaway girl	6
Safe keeping	26
Seduction	5
Selling mortgaged property	1
Shoplifting	1
Soliciting	2
Street walking	1
Surrender bail	4
Suspicious person	20
Suspicious larceny	29
Suspicious murder	1
Suspicious robbery	1
Trespassing and robbery	21
Threat to kill	15
Truant	7
Unlawful taking auto	4
Unlawful taking horse and wagon	2
Unlicensed midwife	5
Vagrancy	191
Violation Ordinances	149
" Health Code	7
" Meat Code	8
" Plumbing Code	1
" Game Code	2
" Harrison Opium Law	2
" Lottery Law	3
" Motor Vehicle Law	95
" Protection Law	8
" School Law	8
" Traffic Law	146
" Measures & Weights	1
" Vice and Immorality	84
	4668

(*a*) Bureau of Statistics of New Jersey, 1914, p. 232.

police were kept busy in trying to hold the situation under control, which, however, they succeeded in doing until the end. In some instances the new men were responsible for the disturbances, and in others the blame rightfully fell upon the strikers or their sympathizing friends, but throughout the entire struggle the attitude of the police was that of men intent on enforcing the law without displaying partiality for either side. (*a*)

* * *

"As a protest against the action of employers in filling the strikers' places with new men and also against the placing of guards brought from outside the city in and around plants, the employes of which were on strike, a largely attended mass meeting and parade was held in the city of Trenton. Addresses were made by officials of the American Federation of Labor, and also by several officers of the municipal government. All the speakers expressed sympathy with the machinists' cause and praised the union for the orderly manner in which the strike was being conducted, which seemed to leave no excuse for the importation of protection from outside, the city police being able to manage the situation without such assistance. The few and comparatively slight disturbances that had occurred during the progress of the strike were attributed by the speakers to these special guards." (*b*)

"Complaints and counter complaints to the police by strikers and their successors were quite numerous, and the department impartially quelled disturbances regardless of the side which originated them. Ten strikers, arrested at different times for following and annoying machinists who had from the beginning resisted every effort made to induce them to quit work, were fined or sternly reprimanded by the judge who heard the complaints. A motorman who refused to run his car because a "strikebreaker" who was always accompanied by his wife to and from work, was on the car, was fined $10, and in one or two instances strike sympathizers were held by the courts under charges of atrocious assault." (*c*)

* * *

"Disturbances were occurring almost daily at one or another of the plants involved in the strike, with which, however, the actual strikers were not identified. To suppress these and protect the new workmen, one of the largest concerns involved decided to close its works until peace was restored and finally an appeal was made to the Governor for protection by the Manufacturers' Association, to which he replied that if the county and city officials should prove unequal to the maintenance of order, the militia would be ordered out for that purpose. Nothing further was done in the matter, however, as no emergency requiring interference by the State authorities arose thereafter and the first steps toward bringing the struggle to an end were taken on August 25th, when a conference of the machinists was called for the purpose of taking up for consideration the question of ending the strike on the best terms obtainable." (*d*)

Situation at Factories Outside of Trenton.

The situation at Trenton is peculiar, as several large factories are situated on the outskirts of the town, beyond the city limits, outside of the jurisdiction of the city police. When strikes occur at these plants the problem of police protection is very difficult.

In 1914 about one hundred machinists struck at the Mercer Automobile Company. This company is located in Hamilton township, but the township police gave no protection. The strike lasted about three months. The sheriff did very little. The few special deputies used by the township authorities were insufficient. The company employed several private guards during the strike. The strikers beat up a good many of the men who were working in the plant and intimidated many others who would have worked. The men who continued to work were conveyed by the company in guarded automobiles from the end of the street car line. The rioters, when they found they were unable to prevent these men from working, went about their homes and intimidated and scared their families. One morning, led by a street car conductor, they broke into the gate of the factory and would have taken possession had they not been stopped by the guns of the company's private guards. During the strike they entirely destroyed the bodies of two automobiles by throwing missiles at them. The cost to the company for protection during this strike, and for repairing and replacing property destroyed was $5,000. (*a*) In Hamilton township there is a Chief of Police who is the only authority now responsible for protection.

The plant of the Delaval Turbine Company adjoins the plant of the Mercer Automobile Company. Three or four hundred of the employees of the Delaval Company were on strike at the same time as the employees of the Mercer Automobile Company. The strikers beat up a good many men. The men who wished to work could not get back and forth and so were kept in the plant. The strikers burned one building. The police protection amounted to nothing at all. The cost to the company of this strike, including private guards, the cost of housing men who remained at work and paying them for overtime, and the value of destroyed property was estimated by Mr. Kennedy, the general manager, at $25,000. The township police committee, which was in charge of the township protection, is, he says, political, and represents neither the manufacturers nor the community. After the strike there was continual annoyance of the men. The company uses a private policeman to prevent stealing from the plant. (*b*)

The Strauss Woollen Mill is also situated outside of Trenton, near the before mentioned factories. It employs three or four hundred men and girls, mostly foreign. They had a strike in 1913 in which the local police gave them insufficient protection. The company employed ten private guards. There was considerable violence and beating of the men. The sheriff gave no aid. The cost to the company was $1000. (*c*)

The Cooks Linoleum Works is another large factory situated mostly without the city limits. They had a strike in 1913 involving three or four hundred men. The sheriff refused to give them any protection. The township police gave them adequate protection, the Chief using ten or twelve men. This was prior to the strike at the Mercer and Delaval works. The man who was Chief of Police at the time of the Cook strike was later removed, probably because of his activity in this strike, and his successors have uniformly done nothing in case of strikes. (*d*)

It was stated by the general manager of one of the largest factories situated just outside of Trenton that his company would have moved out of New Jersey after the strike had it not been for the cost of replacing the plant. He says that the situation is such that Paterson, Bayonne and Trenton are becoming known all over the country as trouble-

(*a*) Bureau of Statistics of New Jersey, 1914, p. 234.
(*b*) Ibid.
(*c*) Ibid, p. 236.
(*d*) Ibid, p. 239.

(*a*) Interview of Gale Pheasant with Wm. T. White, President of the Mercer Automobile Co.
(*b*) Interview of Gale Pheasant with Mr. Kennedy, General Mgr. Delaval Turbine Co.
(*c*) Interview of Gale Pheasant with J. W. Foster, General Manager Strauss Woolen Mill, Trenton, N. J.
(*d*) Interview of Gale Pheasant with E. F. Connelly, Cashier Cook's Linoleum Company.

some and poor locations for manufacturers, and if a manufacturer has two locations in view, one in New Jersey and one in Pennsylvania, other things being equal, he will choose the Pennsylvania location every time because of police protection.

The most serious strike since the machinists' strike was the strike two years ago of the employees of the Essex Rubber Company. In the latter strike, it was the foreign sympathizers rather than the strikers themselves who were guilty of violence. The violence problem in that case was handled by the county sheriff, who used uniformed policemen from Trenton as deputies. The plant was policed for ten days, two men being used during the day, and nine men at night. Since the Essex Rubber strike there has been practically no trouble. It is the opinion of the present sheriff that there is not much probability of his being unable to cope with any strike situation.

5. The Forest Fire Problem in the County.

There is practically no forest land in Mercer County.

6. The Enforcement of the Road, Fish and Game Laws.

There is quite a divergence of opinion on this question. The sheriff says the game laws are well enforced and that the traffic laws are not well enforced. Attorney Frederick Brace says the city police is about as good as the ordinary city police in enforcing speed laws. The State motor vehicle inspector, Mr. Havens, he thinks, is very efficient, one of the best men in that work. County Judge E. E. Marshall says, "Mercer speeding is pretty well kept down in Trenton, but not outside. As to the game laws, I would say the game warden seems to be pretty active; he picks up an offender now and then."

5—Newspaper Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. A compilation has been made, therefore, of representative editorials and news items which have a bearing on Mercer County police problems.

Trenton Times. *February 3, 1914.*

A State Constabulary.

"A force of trained policemen who can mobilize at any point where their services may be required or who may be called upon to act promptly at their home stations, when an emergency arises, can be of great use to the State. National Guardsmen are not fitted for special police work; and at present it is either the local police and constables, the militia, or specially summoned deputy sheriffs with no experience."

Trenton Times. *February 18, 1914.*

No State Police Force.

"Advocates of Senator Ramsay's bill, creating a State police force at an initial expense of $200,000 a year, are claiming too much for the scheme. The sum named would not make possible the maintenance of a force of more than one hundred and fifty men, who by no possibility can patrol outlying districts, protect suburbanites and farmers and assist in enforcing the excise laws; while in cases of labor troubles they can be no more effective than National Guardsmen and deputy sheriffs.

"There is no question that a State constabulary would prove exceedingly useful in many ways; but to be effective it must cost more than $200,000, and even that sum cannot be spared. As the *Star* says: 'This political party that levies a State tax in New Jersey will be swept out of power at the first ensuing election. No new salaried jobs should be created by the legislature this year, and every leak in the treasury should be stopped. The State has ample income as it is, but this income has been mortgaged and dissipated in a manner that is not creditable.'"

Sunday Times Advertiser. *January 16, 1916.*

The Ohio Rioting.

"Why not go a step farther and urge in place of the importation of unknown private detectives, the establishment of a reliable State constabulary of our own citizens, which would be held strictly responsible to the people of the State for its acts? Such a body regularly organized, well-officered and with no private interests to serve, could be depended upon not to indulge in rash or unnecessarily harsh measures, performing only such acts as would insure peaceful procedure in disputes between capital and labor. The affair at East Youngstown was lamentable and disgraceful and its lesson is that no effort should be spared to put an end to the possibility of personal violence and property destruction when an industrial clash occurs in New Jersey or any other State."

Perth Amboy Evening News. *June 14, 1913.*

Opposition to State Police.

"But if the State Gazette can find praise for a motorcycle police force in the city running down auto speeders, will it deny the right of the people in the country the same opportunity for catching the law violators? In the same editorial where the motorcycle officers of Trenton are praised, the Gazette goes on to say:

> 'In the outskirts of Burlington last Sunday, a swiftly moving automobile ran into a group of boys on bicycles, striking one of them with such force that he was thrown fifty feet and instantly killed. The murderer quickened his pace and ran away from his crime. The chances are that he will never be discovered.'

"Will the Gazette deny that if New Jersey had a State police force, with troopers patrolling the principal highways, that the 'murderers,' as the Gazette calls them, would have had such a good chance of escape?

"A few months ago a brutal attack was made upon a young woman just outside the City of Trenton. At that time it was pointed out by at least one of the Trenton papers that a State police force was needed to afford protection on the country roads outside the jurisdiction of the municipal authorities. The killing of a boy, run down by an autoist near Burlington, is another evidence of the need of State police to protect people using the highways.

"If the autoists, who come to this State, knew that we had a constabulary patrolling the country roads there is no doubt that they would use a great deal more care in the manner in which they drive their cars, and there would be less chance of escape when a crime is committed. The records of the Pennsylvania State constabulary prove this."

New York Times. *December 17, 1912.*

"Coroner's jury, at Trenton, N. J., in investigating murder of Miss Luella Marshall, brought in a verdict that she was slain by persons unknown. The findings contained a recommendation that a State constabulary be established in New Jersey similar to the one now in Pennsylvania."

Trenton State Gazette. *October 10, 1916.*

Mercer Against Constabulary.

"At the regular business meeting of Local Mercer Socialist Party Branch of Mercer County, held last Sunday, a committee was appointed to draft the following resolutions:

"Whereas: Certain elements of society, particularly those whose interests are best served by cheap labor and whose profits are increased by keeping the workers docile and obedient servants of the capitalist class, are at this time actively engaged in urging the establishment of a state constabulary; and

"WHEREAS: Bitter experience has taught the workers that a State constabulary force is more often used as a strike-breaking agency than as an impartial body for the preservation of the best interests of society; and

"WHEREAS: It is the belief of Local Mercer that the advocacy of a State patrol by various old party candidates for office, while alleged to be in the interests of an improved road system, is but a poorly disguised attempt to foist a State constabulary upon the non-thinking class of voters, and because we believe that such a body of police would be an unnecessary burden upon the taxpayers of the State of New Jersey, as well as an incentive to violence in industrial disputes; therefore, be it

"RESOLVED: That the Socialist Party of Mercer County should, at this time, reaffirm its opposition to a State constabulary for New Jersey; and

"WHEREAS: The use of the injunction against labor unions constitutes one of the most effective weapons of the capitalist class in its attempts to crush organized labor; therefore, be it further

"RESOLVED: That the Socialist Party of Mercer County pledges its candidates for legislative offices to use their best efforts, if elected, to secure the passage of an anti-injunction law which shall exempt labor from being restrained from exercising their constitutional rights in industrial disputes."

W. A. HANNUM,
Chairman of Committee.

Trenton Evening News. *January 10, 1917.*

GOOD WORK BY CONSTABULARY.

"Pennsylvania's 228 officers and men constituting the State constabularly last year operated in all of the sixty-seven counties, assisting in the enforcement of the fish, game, forestry, health and live stock sanitary laws. This is in addition to more than 3,000 arrests that were made, including forty-three for murder. More than 5,000 calls were made for the assistance of the constabulary during the year, but two-thirds of them were denied because of a lack of a sufficient number of men.

"Such a showing in a neighboring State would remove some of the prejudice against establishing a State contabulary here in New Jersey, where just as good results can be shown. There is an even stronger prejudice against the use of the militia in strikes and other troubles. At present, the State has only the police forces of the cities and a lot of untrained constables and deputy sheriffs in the townships, to act in emergencies. An organized constabulary of two or three-score trained men will prove to be exceedingly useful."

6—Opinions of Governmental Officers

The following opinions from government officials on the State police problem have been received:

Prosecutor of the Pleas, MARTIN P. DEVLIN.

Prosecutor Devlin is opposed to a State police, because he claims it is always an instrument used against labor. Strikes can always be amicably settled if the strikers are only given a chance to state their grievances. In the case of the Pennsylvania police, the request has always come directly or indirectly from one side to the controversy. The workingmen are never given a hearing before the police are sent in to "break the strike." As to rural crime, Mr. Devlin says, the sheriff and constables have all the necessary power to enforce the law. If they do not, they should be prosecuted themselves. "We can take care of ourselves."

Sheriff, J. WARREN FLEMING.

Sheriff Fleming is inclined to favor a State police system, because the actions and judgments of local officers are too apt to be warped by local connections.

County Judge, E. E. MARSHALL.

Judge Marshall is non-committal on the proposition.

Director of Public Safety, GEORGE B. LA BARRE.

Director La Barre favors a State police because there is need for added protection for the property and industry outside the city limits.

He stated that Trenton had a police department of one hundred and fifty men, including some motorcycle and mounted men. There have been some strikes in Trenton since Mr. La Barre has been director. He has found no need for additional police in Trenton. Whenever there has been a strike he has taken hold with a firm hand at the beginning to prevent any rioting, and, as a rule, has been able to prevent intimidation by strikers of men at work. He does not even allow a striker to talk to an employe and solicit him to join them, if the employe is unwilling to listen. Mounted men are of great assistance in policing riots. His policy is simply to enforce the law without favor to either side. His success may possibly be shown by the fact that on some occasions he has had both union men and manufacturers complain, the union men because of his enforcement of the law, the manufacturers because they did not get as much protection as they thought they needed. He favors a State police generally, and cites as an instance of its need the fact that there are several large factories beyond the city limits of Trenton without police protection. In some sections of the county there may be a need for a patrol. Taking the viewpoint of a laboring man, he can see no reason why he should oppose a State police. Under the present system violence and rioting is ultimately checked in every instance, but often by rough, inefficient, and costly means. Violence is contrary to the law, and it is the duty of officers of the law to prevent it. If violence is illegal and if under the present system violence is always finally put down, why not use a better means of policing strikes. A well-trained State police, without local sympathies, would be a better means for policing riots, and by taking hold at once would be able to prevent a great deal of violence.

Deputy Director, J. WALLACE HOFF.

Mr. Hoff thinks there is, without doubt, a great need for a State police patrol to protect the rural districts.

Probation Officer of Mercer County, MR. EDMONDS.

Mr. Edmonds says the State police system in Pennsylvania is very good, and it would be a fine thing for New Jersey if she could get as good a system.

Attorney, FREDERICK BRACE, *Counsel for Freeholders.*

Mr. Brace says "local police officials are notoriously deficient in small cities." Mr. Brace favors a State Police system.

Chief of Police of Trenton, JOHN J. CLEARY.

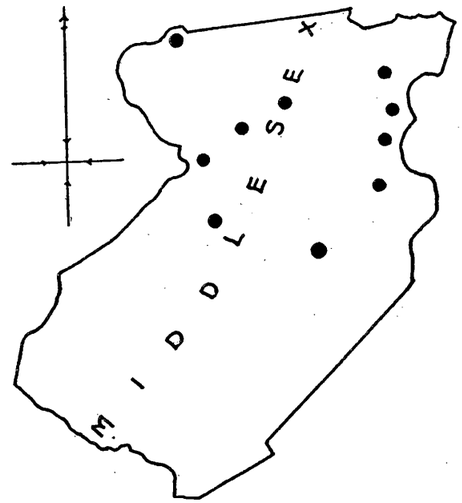
Chief Cleary is opposed to the use of a State police system in labor disturbances, because labor will "submit to the establishment of good order and peaceful methods at the hands of our own police; but they are adverse to it at the hands or command of strangers." He says, however, "I like the idea of a rural patrol where the people are helpless at times and need protection against the marauder who robs and plunders and even kills with only the protection of the country constable. In cases of this character the rural patrol is O. K."

7—Summary

The sheriff-constable system in Mercer County is inadequate as shown by the large amount of unapprehended suburban and rural crime. The Trenton police are almost always called in case of a crime in the outlying suburban districts, although this section is outside of their jurisdiction.

The amount of rural crime is very great and a constant patrol is necessary in the outlying districts of the county to serve as a check on crime.

MIDDLESEX COUNTY



There is police patrol in ten municipalities. The remaining unpatrolled area contains 68% (or 98,178) of total population and 66% (or $38,732,218) of all devastable property.

1,171, or 44% of all complaints of crime during 1912-1916, have come from townships and boroughs.

88, or over 7.7% of all criminals indicted during 1912-1916, have become fugitives.

1,517, or 57% of all complaints of crime during 1912-1916, have not resulted in punishment to criminal.

County expended over $30,000 for special deputies to police Perth Amboy and Roosevelt riots. Grand Jury has asked legislature to create State Police.

Prosecutor favors State Police.

1—The Geographical and Sociological Nature of the County

Middlesex county is located nearly in the center of the State at the point where the State is the narrowest. Its greatest length is about 28 miles; its breadth about 20 miles, and its area 312 square miles. It extends across the State from the Raritan Bay two-thirds of the way to the Delaware River and has a frontage of 28 miles on Raritan Bay and Arthur Kill.

By the Federal census of 1910 the population of Middlesex County was 114,426, of whom 39,714, or 34%, were foreign. By the State census of 1915 the population was 144,716. The county ranks seventh in the State in population. It contains 23 cities, boroughs and townships. Perth Amboy has a population of 39,719; New Brunswick 30,019; South Amboy 7,482; Roosevelt Borough 8,049, and Woodbridge township 12,133. The main east and west lines of the Pennsylvania system pass through Middlesex County; also the Pennsylvania line from Camden to New York and the main line of New Jersey Central.

The Raritan River divides the county into two unequal portions, the smaller lying to the north; the Raritan Canal follows the river. In the northeastern portion along the Raritan River and northward, there are deposits of valuable clay for pottery. The portion of the county south of the Raritan is mostly devoted to farming. The region along the Raritan Bay and Arthur Kill offers extraordinary shipping facilities and other inducements to manufacturers, and this region is almost entirely industrial. Perth Amboy near the mouth of the Raritan ranks in value of products manufactured as the third or fourth industrial center in the State, it being exceeded in this respect by Newark and Jersey City and perhaps Bayonne. New Brunswick, a little farther west on the Raritan River, ranks twelfth in importance as an industrial center. Although the product of the industries located in Perth Amboy is very valuable, a comparatively small number of workers is employed. This is explained by the fact that the raw materials which are used by the factories here are very costly. There are many clay works and ore refineries in this region. The employes in nearly all of the factories in the northeastern portion of this county are foreign, and the foreign problem is a very considerable one in this county.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

New Brunswick has a police force of 35 uniformed policemen; Perth Amboy about 35; South Amboy 10 or 12; Roosevelt Borough 10; Woodbridge Township 8; South River 4; Milltown, Sayreville, Highland Park and Metuchen each have one or two. In practically the entire remaining portion of the county including 13 boroughs and townships, among them North Brunswick, East Brunswick, South Brunswick, Monroe, Madison, Cranbury and Raritan townships, and Middlesex Borough, there is no patrol protection.

2. COUNTY.

The Prosecutor of Pleas has two detectives. The Sheriff does not exercise the function of apprehending criminals, and the under-sheriff and jail warden take care of jail prisoners. During the strikes in Perth Amboy in 1914 and in Roosevelt in 1916, the Sheriff called out large forces of deputies, from outside the county in order to control rioting. There are constables in all the townships but these are of very little assistance in apprehending criminals or in giving protection.

3. PRIVATE.

Many of the factories in and about Perth Amboy maintain small forces of private watchmen. During the strikes most of them had to employ special police.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

In making this study only the records of crime in the Prosecutor's office were examined. Especially within the last year

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigators William R. Ahmuty, Gale Pheasant and William B. Mendes and from correspondence with officials and the public generally.

or two many instances of minor crimes were disposed of by the Recorders and police Magistrates, and some were disposed of by the Justices of the Peace. These are not included in the following tables. In this county as in others there are necessarily some crimes of which no complaint is made and for which there is nowhere any record.

b. Number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

It appears from the following table that 2656 complaints were made before the Prosecutor during the years 1912-1916; that 1517 of these, or 57.1%, did not result in an indictment or Special Sessions prosecution. This would indicate that many complaints of crime were without result because there were not facilities for obtaining evidence. Some of these complaints, no doubt, were unfounded and were not actually based on sufficient evidence.

Comparison between combined number of Grand Jury indictments and Special Sessions cases and number of complaints 1912-1916 follows:

	Complaints	Indictments and Special Sessions	Complaints which did not result in Indictment or Special Sessions Cases	
			Number	Percent
1912.....	508	284	224	44 3/5
1913.....	592	276	316	53 3/5
1914.....	533	221	312	58 2/5
1915.....	508	202	306	60 1/5
1916.....	515	156	359	69 3/5
Total...	2656	1139	1517	57.1

c. The number of criminals indicted by the Grand Jury but never apprehended.

The records of the County Clerk and the Clerk of the Grand Jury give 185 criminals unapprehended from 1912 to 1916. The Prosecutor's Clerk gives a total of 88. The following table of crimes for which no one has been apprehended was checked up with his books.

Assault and Battery	4
Assault—Intent to Kill	3
Atrocious Assault and Battery	20
Breaking and Entering	7
Carnal Abuse	2
Desertion	15
Embezzlement	9
False Pretenses	6
Forgery	9
Highway Robbery	4
Horse Thief	1
Illegal Selling	1
Inciting to Riot	1
Larceny and Receiving	19
Manslaughter	2
Malicious Mischief	2
Murder	4
Practising without License	2
Rape	2
Receiving Stolen Goods	2
Seduction	1
Total	115

The Prosecutor's Clerk claims that many of these 115 are not fugitives because their apprehension is not wanted due to the expense of bringing them back.

There is one case in which 25 were indicted during the Roosevelt strike. Only twelve were apprehended and tried. They were found guilty of manslaughter. This verdict was reversed and no one has since been tried for the murder.

2. The Effectiveness of the Sheriff-Constable System.

The sheriff does not undertake to apprehend criminals. The principal duty of the constables, of whom there are 50 or 60 in the county, is to serve papers for the Justices of the Peace. These constables are elected and are not chosen with any idea of their fitness to preserve order. They are not efficient in dealing with riots, neither is the old posse comitatus suitable for this purpose. Therefore, when, during the strikes at Roosevelt and Perth Amboy it was necessary to preserve order among rioters, the sheriff was compelled to hire a number of professional deputies. But while these men may be better for such purposes than constables or deputies taken from among the farmers and laborers, they are not nearly so effective as professional uniformed police would be. The fact that they are not uniformed and also the manner in which they make their living, prevent the rioters from having much respect for them. Yet, their use was the only solution of the problem, according to the opinion of the sheriff. (*a*)

3. The Cost of the Present Protection.

The cost of special deputies during the Roosevelt strike was about $17,000, and during the Perth Amboy strike about $16,000. This investigation does not include figures as to the ordinary cost for police protection in the county.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes in County.

a. Complaints.

The following table summarizes the complaints made to the prosecutor during the years 1912 to 1916, and shows the total number to be 2656.

MIDDLESEX COUNTY COMPLAINTS.
1912 to December, 1916.

	Distribution by Years.						Distribution by Locality				
	1912.	1913.	1914.	1915.	1916.	Total.	City.	Borough.	Townships.	Not given.	Total.
Atrocious Assault and Battery..	60	70	66	73	91	360	149	99	112	..	360
Assault, Intent to Kill.....	..	1	2	2	5	10	3	3	4	..	10
Assault, Intent Carnal Abuse....	..	1	1	..	..	2	1	1	..	..	2
Arson	..	1	5	5	..	11	3	2	6	..	11
Arson Attempt	..	2	..	..	..	2	2	..	..	..	2
Abduction	..	1	1	..	..	2	..	1	1	..	2
Adultery	10	11	7	4	1	33	23	8	2	..	33
Abortion	..	1	..	..	..	1	1	..	..	..	1
Assault	2	4	3	1	3	13	3	6	4	..	13
Assault and Battery	164	149	126	119	127	685	349	152	180	4	685
Black Hand	..	1	1	1	..	3	1	1	1	..	3
Burglary	2	..	..	..	..	2	1	1	..	..	2
Breaking, Entering and Larceny.	21	23	28	27	25	124	73	27	24	..	124
Breaking and Entering Attempt.	..	1	..	3	..	4	3	..	1	..	4
Bigamy	1	1	5	..	..	7	5	1	..	1	7
Banking Law Violation.....	3	..	..	..	..	3	3	..	..	..	3
Bakeshop Law Violation.....	..	..	3	..	..	3	3	..	..	..	3
Burning Woods.....	..	..	1	2	..	3	..	2	1	..	3
Blackmail	..	..	1	..	..	1	..	1	..	..	1
Conspiracy	2	..	..	..	..	2	..	..	2	..	2
Conspiracy Attempt	..	..	1	5	2	8	2	1	2	3	8
Carrying Concealed Weapons....	18	23	18	15	13	87	52	20	15	..	87
Carnal Abuse.....	6	5	6	8	9	34	19	7	8	..	34
Carnal Abuse Attempt.....	..	..	..	2	2	4	1	2	1	..	4
Disorderly House	5	3	14	4	2	28	22	3	1	2	28
Desertion	7	14	15	5	20	61	39	13	9	..	61
Detaining Persons Immoral Purpose	..	4	..	..	..	4	2	..	2	..	4
Extortion	..	1	..	..	..	1	1	..	..	..	1
Extortion Attempt	..	1	..	..	..	1	..	..	1	..	1

(*a*) Conference of Gale Pheasant with Edward F. Houghton.

	Distribution by Years.						Distribution by Locality				
	1912.	1913.	1914.	1915.	1916.	Total.	City.	Borough.	Townships.	Not given.	Total.
Embezzlement	10	10	14	12	11	57	43	8	5	1	57
Election Law Violation.....	1	1	..	..	..	2	1	..	1	..	2
Fraud	..	2	2	2	3	9	7	1	1	..	9
False Pretense	18	13	10	14	15	70	48	9	12	1	70
Forgery	8	15	7	9	7	46	29	11	6	..	46
Fornication	..	1	3	1	1	6	4	1	1	..	6
Gambling	2	5	3	1	1	12	9	2	..	1	12
False Imprisonment	..	1	..	..	..	1	..	..	1	..	1
Habitual Drunkard	..	7	1	..	..	8	8	..	..	..	8
Impersonating Officer	..	..	..	1	..	1	1	..	..	..	1
Illegal Selling	16	18	10	9	8	61	31	18	12	..	61
Incest	..	..	1	..	1	2	1	..	1	..	2
Jail Breaking	..	1	..	1	..	2	2	..	..	..	2
Letter Indecent	..	1	2	..	..	3	2	..	1	..	3
Libel	2	..	..	..	..	2	2	..	..	..	2
Libel Criminal	..	..	1	4	..	5	2	3	..	..	5
Lewdness	..	..	1	..	2	3	1	1	1	..	3
Larceny	66	107	101	114	92	490	285	83	116	6	490
Larceny and Receiving.....	5	..	1	1	..	7	3	2	2	..	7
Minors in Poolroom.....	..	..	10	..	..	10	10	..	..	..	10
Motor Law Violation.....	3	3	..	..	1	7	5	..	2	..	7
Malicious Mischief.....	12	14	10	9	15	60	33	8	19	..	60
Manslaughter	20	15	7	14	17	73	41	6	26	..	73
Murder	4	2	6	8	7	27	16	5	6	..	27
Mayhem	..	2	1	..	1	4	3	1	..	..	4
Money, Passed Counterfeit.....	..	1	..	..	..	1	1	..	..	..	1
Nuisance	..	2	..	..	..	2	1	..	1	..	2
Obstructing Officer	1	3	3	..	1	8	1	4	3	..	8
Obstructing Highway	..	..	1	..	..	1	..	..	1	..	1
Obstructing Railroad	..	..	2	..	..	2	..	..	2	..	2
Practising Medicine Without License	6	1	2	2	..	11	8	1	1	1	11
Perjury	2	1	4	2	1	10	8	1	1	..	10
Rape	2	9	3	5	1	20	11	3	6	..	20
Rape Attempt	2	2	1	2	6	13	5	2	6	..	13
Riot Inciting	..	1	..	3	..	4	..	3	1	..	4
Robbery Highway	13	12	5	4	9	43	30	4	9	..	43
Receiving Stolen Goods.....	..	4	8	6	7	25	20	..	4	1	25
Sodomy	..	..	..	..	1	1	..	..	1	..	1
Seduction	6	4	7	6	6	29	20	6	3	..	29
Short Weight	7	1	1	..	..	9	7	..	2	..	9
Slander	..	1	..	..	..	1	1	..	..	..	1
Unlawfully Cutting Timber.....	..	..	..	1	..	1	..	..	1	..	1
Threats	..	1	1	..	..	2	1	..	1	..	2
Trespassing	1	3	..	..	..	4	..	1	3	..	4
Tenement House Law Violation.	..	..	..	1	..	1	1	..	..	..	1
White Slavery	..	..	..	..	1	1	1	..	..	..	1
Totals	508	592	533	508	515	2656	1464	535	636	21	2656

b. Grand Jury Indictments and Special Sessions Cases.

The following table summarizes the Grand Jury indictments and Special Sessions prosecutions in Middlesex County during the years 1912 to 1916. The total for that period was 1139.

MIDDLESEX COUNTY
INDICTMENTS AND SPECIAL SESSIONS.
1912 to December 1916.

	1912	1913	1914	1915	1916	Total
Atrocious Assault and Battery..	42	39	47	28	26	182
Assault, Intent to Kill.....	..	5	4	4	1	14
Abduction	..	..	..	1	..	1
Assault and Battery.....	43	41	18	18	17	137
Arson	..	1	2	2	..	5
Attempt Arson	..	1	..	..	..	1
Abandoning Infant.....	..	1	..	..	..	1
Adultery	3	4	1	1	..	9
Abortion	..	1	..	..	..	1
Banking Law Violation.....	3	..	..	..	..	3
Bigamy	1	..	3	..	..	4
Breaking and Entering and Larceny	21	17	25	23	14	100
Burglary Attempt	..	..	..	1	..	1
Carnal Abuse	4	4	4	5	5	22
Carrying Concealed Weapons...	19	12	11	12	6	60
Carrying Burglars Tools.....	..	..	1	..	..	1
Conspiracy	..	2	1	1	2	6
Defrauding Board Bill.....	..	..	..	..	1	1
Desertion	3	5	5	5	13	31
Disorderly House	2	4	8	2	..	16
Embezzlement	4	11	5	12	2	34
False Imprisonment	..	1	..	..	..	1
False Pretenses	6	5	4	9	5	29
False Scales	11	..	..	..	..	11
Fraud	..	1	3	..	..	4
Fornication	..	..	..	1	1	2
Forgery	11	15	5	4	6	41
Gambling	1	3	1	..	1	6
Habitual Drunkard.....	6	..	..	..	..	6
Incest	..	3	1	..	..	4
Illegal Selling.....	8	10	3	8	4	33
Illegal Practice Medicine.....	3	..	..	4	..	7
Indecent Letter Mailing.....	..	..	1	..	..	1
Larceny, Grand	..	..	..	..	1	1
Larceny	10	9	3	4	3	29
Larceny and Receiving.....	46	43	34	37	30	190
Lewdness	..	..	4	..	1	5
Malicious Mischief	7	..	6	3	2	18
Manslaughter	4	3	2	2	5	16
Mayhem	..	..	1	..	1	2
Minors in Pool Rooms.....	..	13	..	..	..	13
Motor Law Violations.....	3	1	..	..	..	4
Nuisance	1	..	..	..	..	1
Prison Breaking	..	3	..	..	..	3
Perjury	..	1	..	1	..	2
Rape	5	2	3	4	1	15
Rape, Attempt	1	..	1	2	..	4
Receiving Stolen Goods.....	1	3	6	3	5	18
Riot	..	1	2	..	..	3
Robbery, Highway	12	8	3	2	2	27
Seduction	3	2	1	2	1	9
Sodomy	..	..	2	1	..	3
Threats	..	1	..	..	..	1
Totals	284	276	221	202	156	1139

2. The Amount of Rural Crime.

The subjoined table shows the distribution of the population of Middlesex County according to cities, boroughs and townships and the distribution of complaints as to these localities. This table, unlike similar tables for some other counties, discloses a remarkable uniformity in distribution between complaints and population. The cities contain 53% of the population; 55.6% of the complaints are from the cities; 26.5% of the population live in the townships; 24.1% of the complaints are from the townships. The complaints of crime are slightly lower in proportion in the townships than in the cities. It is natural that this should be the case since in police patrolled cities there are more complaints of minor crimes, which may pass unnoticed in rural districts. There is an excess proportion shown in the townships as to some classes of crime.

Of 685 cases of assault and battery, 180 or 27% were from the townships; of 360 cases of atrocious assault and battery 112, or 31%, and of 33 cases of rape and rape attempt, 12 or 36% were from the townships; of 360 cases of atrocious assault and battery, 99 or 27% were from the boroughs.

There is also much unrecorded crime in rural districts. Several main automobile roads pass through Middlesex County, from New York to Philadelphia, and from New York to Long Branch. It is said that driving on these roads has been very reckless and has made travel on them dangerous, and many violators of the speeding law are not punished. Farmers over the county complain of trespasses and stealing by picnicers and hunters. There have been some very serious

crimes committed in the rural section, among them the murder of six people in a lonely farmhouse and an attack on an unprotected woman by a negro.

	Distribution of population as to locality (State census, 1915.)		Distribution of complaints as to locality (excluding cases where locality was not given.)	
	Total	%	Total	%
Cities	77,200	53	1464	55.6
Boroughs ..	29,800	20.5	535	20.3
Townships..	37,700	26.5	636	24.1
Total ..	144,700	100	2635	100

The following quotations from letters as to rural conditions in Middlesex County, need no comment:

GEORGE REDSHAW, JR., *Master Milltown Grange, 151,* said:

"During the summer months the country near cities and towns is over-run with picnic and fishing parties, who with very few exceptions help themselves to fruits and vegetables regardless of who owns it. If there was an organized Police Patrol, it seems to me it could check so much of that petty thieving to a large extent."

MR. GUSTAV LINDENTHAL, *a well-known resident of Metuchen,* wrote as follows: "Each year in the autumn when the hunting season commences we have been suffering in my neighborhood, Raritan Township, north of Metuchen, from poachers and trespassers overrunning our farms, and numerous fires could be traced to them. We have no fires at any other time. It was not safe to walk in the woods because of the indiscriminate shooting; the whole land was posted with numerous signs warning off trespassers, but these signs were torn down and when trespassers were encountered their excuse was always that the property was not posted and that they did not know they were trespassing. Among them were boys less than 16 years of age and in many instances men who had no license whatever. It is a time of lawlessness and danger to lives because of the bad laws relating to licensing hunters. Therefore, as a protection, the five property owners in my neighborhood joined in engaging constables to protect our property against fires and trespassers during the hunting season. As a result, we had no fires and we could enjoy walking in the woods without danger of being hit by stray shots. Only two arrests were made and violators of the law kept away because the fact became known that our property was guarded by constables. The expense was about $100, which is really that much of an addition to our taxes for the protection of our property.

"If the State of New Jersey had a State police of the same organization as the State of Pennsylvania has, it would give protection in the country that we have not now. They could take over the duties of the game wardens and constables and in that way they would not be an additional expense to the State, but with the proper organization should be a great saving. The respect which is paid to a uniform makes one uniformed State policeman worth at least ten constables in citizens' clothing. By having an efficient method of patrolling, the State would be cleared of tramps, detection of crime would be made easier because of the better organized police. A State police is among the necessary organizations of any truly well-governed country. It goes without saying that the State police should be sufficient in numbers to be effective in case of riots, and that the force should be absolutely out of politics. Pennsylvania State police furnish an excellent example of both. The great advantage of such an institution is also already felt in the State of New York, and it will only be a matter of a short time before such a police is created also in this state." (*a*)

3. THE FOREIGN PROBLEM OF THE COUNTY.

The foreign problem in Middlesex County is probably greater than in any other county in the State, unless it is Hudson. In 1916, 34% of the population were foreign, and the proportion now is probably greater. Nearly all of the industries in the northeastern industrial section employ great numbers of foreign labor. Many of these are recent immigrants; most of them cannot speak English, much less read or write. There have been many strikes in this section and much rioting during the strikes. when once a strike is on these men seem to become frequently beyond control. The difficulty of making them understand English increases the difficulty of preserving order. Apart from this, the sections where most of these people live are not very well patrolled and there are considerable instances of crimes in these localities. The discussion of riots in the county, below, is practically a continuation of the discussion of the foreign problem, since the two cannot be dissociated.

4. RIOTS IN THE COUNTY.

Middlesex County has been peculiarly unfortunate in the number of riots which have accompanied strikes. These have necessitated military protection, and the use of armed deputies by the sheriff, which has resulted in loss of life.

There have been three conspicuously large strikes, attended by violence.

PERTH AMBOY STRIKE, 1908.

There was much rioting during the strike of clay workers along the Raritan River and the Perth Amboy labor strike of 1908. Among other instances of violence some striking laborers of the National Fireproofing Company at Keasbey started to tear up the plant, and drove the manager and office force out.

Six companies of the 2nd regiment of militia were ordered out by the Governor at this time. They were on duty from Nov. 25 to Dec. 1, and preserved order very effectively. It is said they joked with the strikers at Keasbey, and were on good terms with them, but were thoroughly respected. The cost to the State for calling out the militia was $4,386.42.

The following extract account of this strike and the violence occasioned is taken from the report of the State Bureau of Labor Statistics of 1913, as being an unbiased version of what actually happened:

EXTENT OF STRIKE.

"June 8, 1912—An almost general strike of unskilled labor, which for a time threatened to tie up most of the industries of Perth Amboy with those of other communities in its vicinity and to require the presence of State troops as a means of keeping under control the riotously disposed element among the strikers and their friends, began on this date when 700 of the 900 employes of the Standard Underground Cable Co. of Perth Amboy went out on strike for an increase in wages, coupled with a reduction in working time from 10 to 9 hours per day. The strike sentiment spread with marvelous rapidity, so that within four or five days after its commencement practically all Perth Amboy plants engaged in widely varying lines of industry were deserted while their former employes were helping to swell the growing number of men and women who, with little or no notice to their employers, had responded to the apparently ever welcome call to join the strike. In only two establishments in the city a sufficient number of workmen remained at their posts to prevent the necessity of a complete shut-down. The plants involved in the strike at Perth Amboy and Maurer were as follows:

	Number Employed.
Standard Underground Cable Co....	900
American Smelting and Refining Co..	1,800
Barber Asphalt Co.....	900
Atlantic Terra Cotta Co.....	550
Perth Amboy Cigar Co.....	1,300
Rosenthal Handkerchief Co.....	450

"With the exception of a small number of the highly skilled workers in each of the above establishments who remained at their posts, and about 200 laborers each in the Smelting and Asphalt works, the 5900 men and women employed—practically all of them of the non-English speaking races—participated in a strike. Not all quit work of their own accord, however, although by far the largest number did so. Of the others many joined the movement through fear of the consequences of refusal to do so, or were thrown into idleness because of the enforced suspension of work in the plants in which they were employed.

"Four hundred and 200 strike breakers were employed by the Refining Co. and the Asphalt Co., respectively, all of whom were lodged and fed within the works while the strike lasted."

VIOLENCE, ATTACK ON PLANT BY RIOTERS, THREE KILLED.

"About three days after the commencement of the strike outbreaks of violence in one or another part of the territory covered became matters of frequent occurrence. Participants in the strike who manifested a desire to return to work were in many instances roughly handled. The disposition to riot increased as the idle crowds in the streets grew in number and soon the ordinary police force of Perth Amboy found itself unequal to the task of preserving peace. An attack by strikers and their sympathizers upon the plant of the American Smelting and Refining Co. resulted in one of their number being killed and several others wounded by pistol shots, clubs or stones. A wagon in which the police were conveying a prisoner to the station house was demolished and the man released; trolley cars were stoned and their windows broken by crowds that greatly outnumbered the police and emergency men everywhere. While 400 special deputies employed by the Smelting Co., for the protection of its works, were endeavoring to force a way through a dense crowd of hostile men that were gathered in front of the main gateway of the plant, a fierce fight broke out between the opposing forces which resulted in the death of one striker and the serious wounding of three others. Later in the same day a fight occurred between a large body of strikers and the guards of the Smelting Works, reinforced by special deputies sworn in by the sheriff as a result of which one man of the mob was killed and several others were seriously injured.

"Acting under orders of the Governor of the State, the Adjutant General of the National Guard visited the scene of disturbance for the purpose of determining whether the situation warranted the calling out of the State troops."

STRIKE AT ROOSEVELT.

"In the meantime the strikes in the establishments along Staten Island Sound had extended from Perth Amboy to Carteret, Roosevelt Borough and other nearby places where large numbers of laborers were employed, but in almost all cases the increases in wages demanded were either compromised or granted in full by employers with but little loss of time, except in the case of two plants of the American Agricultural Chemical Co. at Roosevelt, the 600 employes of which quit work after having made a demand for an increase in wages."

ASSAULT BY MOB. ONE KILLED.

"From the outset the strike assumed a threatening aspect and special deputies were engaged by the company and others by the county authorities to guard the works. A few days later both plants were reopened with a small force of newly employed laborers, many of whom were badly beaten by the strikers when caught outside the works. In an assault on one of the plants by a mob, said to number not less than 1000 persons, one man was fatally and two others very seriously wounded by the fire of the defending force of deputies. Search lights were installed on the roofs to assist in repelling night attacks, two or three of which were made. The evident purpose of the strikers and their sympathizers seemed to be to destroy the works, as day and night during the continuance of the strike, large numbers of men seemingly acting under orders were posted about the buildings."

SUMMARY OF 1913 RIOTING.

About 7000 men or more were out. Serious instances of violation occurred. Three rioters were killed at the American Smelting and Refining Co.'s Plant, one at the American Agricultural Chemical Co., and many more were seriously wounded.

The sheriff used 400 or 500 deputies at a cost to the county of about $16,000. In addition to these the companies privately employed many deputies and were put to great expense for the housing and feeding of such employes as continued at work. These deputies, while rendering protection, did not succeed in preventing violence.

STRIKE AT THE WORKS OF THE AMERICAN AGRICULTURAL CHEMICAL COMPANY AT ROOSEVELT IN 1915.

The following extract account of this strike is taken from the report of the State Bureau of Statistics for 1915, as being an unbiased version of what actually occurred:

CHARACTER OF STRIKERS.

"On January 4, 1915, a strike occurred in two plants of the American Agricultural Chemical Company at Roosevelt, Middlesex County, which during its progress from start to finish developed all the worst features that at times accompany such movements. The men concerned in the strike were for the most part common laborers of the non-English speaking nationalities, practically all of them only a short time in the country, and knowing little of its language, laws or customs." Such men are employed because the work is very disagreeable and physically trying. The supply is abundant and the wages not large. The men feel that the company is taking advantage of them in their helplessness and when a break does come, the struggle on their part is quite likely to be characterized by outbreaks of angry resentment originating in long continued brooding over wrongs, real or imaginary, which has left them predisposed to regard employes generally as their natural and irreconcilable enemies.

I. W. W. INCITE DISCONTENT.

"These sentiments of hostility are encouraged and intensified whenever opportunity offers by the agitators of an extremely radical, if not revolutionary, organization known as the Industrial Workers of the World, which appears to have specialized the incitement of discontent among foreign born laborers. Its emissaries are quickly on the scene at the first indication of an impending industrial struggle, urging first an immediate strike and after it is started, a leisurely formulation of demands that as a rule are calculated to prolong the struggle and intensify the hostility of one side to the other, rather than to bring it to an early close on moderate terms. Although at no time so conspicuously active in directing the strike as it has been in others of recent dates, there are reasons for believing that the law defying attitude assumed by the Roosevelt strikers, at times, was largely influenced by the counsels of the I. W. W."

STRIKE A SURPRISE TO MANAGERS.

"On October 1, 1914, the wages at the two plants of the American Agricultural Chemical Company at Roosevelt were reduced from $2.00 to $1.60 per day. Although it was afterward discovered that an organization had taken place shortly after that date no intention was indicated that the men intended to strike for a restoration of the old wage schedule until the morning of the 4th of January when four hundred of the eight hundred men employed quit work, and later in the day induced about one hundred more to join them. It was not until the third day after the strike that the demand for the former wage schedule and a nine-hour working day was made by the men."

RIOTING BEGUN, CHIEF OF POLICE FIRED ON.

"Rioting by the strikers broke out on the afternoon of the first day, and the police force of the borough was kept

(*a*) Letter dated April 24, 1916.

busy moving from point to point in the vicinity of the works where threatening crowds gathered. The homes of workmen situated on the company's grounds, who had refused to join in the strike, were raided and showered with stones; one striker fired a shot at the Chief of Police, and when captured after a long chase was found to have a revolver and cartridges in his possession."

THREE HUNDRED MEN FROM ARMOUR CO. STRIKE.

"On January 5th, about three hundred laborers of the Armour Fertilizer Company's plant, also situated at Roosevelt, joined the strikers, bringing the total number of men on strike up to about eight hundred. During the course of the day the Sheriff of Middlesex County with some deputies came to the scene of the strike on the request of the borough authorities, and was called upon several times to disperse large crowds that had gathered at the gates of the Leibig works with the apparent intention of raiding the place. The number on strike was increased to about one thousand by noon of the second day. Both of the Agricultural Chemical plants closed down."

DEMANDS OF THE STRIKERS REFUSED.

"A committee of the strikers met with the managers of the Chemical Company and placed before them the demand for $2.00 per day, a nine hour work day, one-half for overtime, half pay while the men were unable to work on account of sickness, and after carefully considering the demands in relation to industrial conditions affecting their industry, the managers of the Agricultural Chemical Company refused them. They stated that any of their men who returned to work would be fully protected on the streets, in their homes, and in the works. Many of the employes of the Consumers Chemical plant quit work without making any demands, and owners of other factories became apprehensive of their workmen becoming affected by the strike fever. Private guards or watchmen were employed by the company and quartered within the works. The Sheriff of the county made these men special deputies."

PETITION ADDRESSED TO COMPANY.

"Public officials and business men of Roosevelt addressed a petition to the company for a less uncompromising attitude toward their workmen, requesting an immediate settlement of the strike and resumption of work in all the disturbed plants. On January 12th, the employes of the Consumers Chemical Company returned to work as that company agreed to restore a $2.00 a day wage scale, and no attempt was made to prevent this action."

UNION FORMED.

"On January 12th, three hundred and fifty men signed the roll of a newly formed union, and the first act of this union was to reaffirm the intention of the men to stay out until the $2.00 wage should be restored. Both the Williams & Clark and the Liebig plants of the Agricultural Chemical Company posted notices that unless the men returned to work by the morning of January 14th at the $1.60 per day wage scale, they would operate the plants with new help. None of the strikers returned to work."

MOB ATTACKS STRIKEBREAKERS.

"On the morning of the 17th a number of strikebreakers, estimated at two hundred, were brought to the gates of the Liebig works on a train of the Central Railroad of New Jersey. These men were greated with showers of stones thrown by a crowd of strikers, who had come together outside the gates. Some revolver shots were fired by the strikers, who were prevented from following the laborers and driven back from the inclosure by the special guards. One of the strikers, Nicholas Fanell, who was seen to fire several shots from a revolver at the crowd of strikebreakers, was arrested by the Chief of Police of the borough, who, at the time, was endeavoring to restore order.

GUARDS FIRE ON MOB.

"As a result of the attack on the new men and the anger displayed by the strikers, the force of special deputies on guard at the Liebig plant was largely reinforced during the afternoon of the same day. These men were apparently armed with clubs only, and until the following day, when guns were used with such deadly effect in dispersing a crowd of strikers that gathered around a train which they believed was bringing strikebreakers to the Williams & Clark works, no one seemed apprehensive of their having such weapons. At eight o'clock on January 19th, a number of strikers boarded a train on the Sound Shore Railroad where it stopped just outside of the Williams & Clark plant, and started through the cars in search of strikebreakers. While thus engaged, a crowd of excited strikers, estimated at not less than three hundred, gathered about the train shouting denunciation of the company officials, some of whom were in one of the cars. The special deputies quartered in the works charged through the open gate on the excited crowd of strikers, and fired a volley into them from rifles, shotguns and revolvers with which they were armed. The first volley was followed by a second and third before the panic stricken and terrified mobs of laborers were driven from the train backward into a swamp. It was said that not less than two hundred shots from guns and revolvers of various kinds and calibres were fired point blank at the mob by the deputies. It seems that many of these must have been long range rifles, as several houses in distant parts of the borough were struck by bullets."

MANY DEATHS AND INJURIES INFLICTED BY GUARDS.

"After the flight of the strikers, it was found that one man, Michael Backy, had been shot six times. He died in the ambulance while being conveyed to the Elizabeth General Hospital; one man, Santo Cessitore, twenty-eight years old, received three shots through his body, one of which pierced his left breast just above the heart, and was brought to the hospital in a dying condition (died the next day); two, Anton Conchanto, fifty-two years old, one bullet in the body, another in the neck, and John Sobetsky, twenty-eight years old, four in body. These men were taken to the hospital, where their condition was regarded as very serious. They were in the hospital several weeks, but recovered finally. Seven others received from one to three shots, but were not so seriously injured, and many received minor wounds which were not reported."

TRAINS HELD UP AND SEARCHED.

"It was claimed that the conduct of the strikers had become defiant and reckless; that since the beginning of the strike, trains stopping at the borough station were habitually boarded by them and such passengers as they suspected of being strikebreakers on their way to the fertilizer plants were compelled to leave the cars and not permitted to go further, and that to guard against the passing of a train without stopping, railroad sleepers and ties were laid across the track. Such, it was asserted by some of the officials of the company, had been the experience of the train, the arrival of which at the Williams and Clark plant had occasioned the disastrous clash between the special deputies and the strikers. This was denied by some and affirmed by others, according to the trend of their sympathies. There is no doubt as to the train having been stopped and searched for strikebreakers, and that a promise was exacted from the crew that the train would not stop at the Williams and Clark plant before it was allowed to proceed."

GUARDS ARRESTED.

"Great indignation was manifested among the residents of the borough, and after an investigation by the Prosecutor of Middlesex, twenty-eight deputies were arrested on blank warrants charging them with murder as a result of shooting into a body of defenseless men."

UNION PREVENTED RIOTING.

"Some of the most notorious of the agents of the I. W. W. preaching its doctrine of blood for blood remained at Roosevelt during the time of the strike, but the union of the men and the alliance with the American Federation of Labor practically nullified their efforts, and no further rioting occurred. Peaceable measures were used to secure the arrest of the guards and effect their speedy expulsion. Federal and State authorities were urged to make investigations of all causes leading up to the strike, and the status of the men employed as guards by the companies. As it was asserted that these guards were "gunmen" recruited from gangs in New York City, the Prosecutor's office started an investigation. The counsel for the State Federation of Labor after his investigation announced his intention to take steps to prosecute the detective agency that had supplied the deputies, as an accessory to the killing and wounding of the striking workmen."

FIRST BREAK IN THE RANKS OF STRIKERS.

"In February one hundred of the employes of the Armour Fertilizer Works, who had quit work three weeks before, returned to work on the promise of the company to give them $2.00 per day."

COMPANIES OFFER $1.80 PER DAY.

"At a meeting called on January 29th for the purpose of forming an organization under the auspices of the American Federation of Labor, the officials of the fertilizer plants submitted a proposal that the men should all return to work at a daily wage of $1.80, such a rate to continue until July 1st, when if no longer satisfactory, the question of further increase should be submitted for arbitration to a committee so composed as to insure equal representation to both sides. Although this offer was at first rejected, at a meeting held on February 9th, public officials interested in the men's welfare urged the acceptance of the offer, and upon the promise of the company not to discriminate against the men who had struck, it was accepted, and within two days thereafter all the strikers who had not found employment elsewhere were back at work."

COMMITTEES APPOINTED TO INVESTIGATE SHOOTING.

"On February 9th a resolution was adopted by the House of Assembly at Trenton providing for a committee of members of the House to investigate fully every phase of the strike, particularly the attack on the strikers by the deputies, which resulted in the killing of two men and wounding of many more. On February 6th at a special session, the Middlesex County Grand Jury returned nineteen indictments against each of the twenty-seven guards then held in jail, two blanket indictments for murder, and nineteen blanket indictments for atrocious assault and battery covering all the prisoners. The presentment of the Grand Jury exonerated the Sheriff of all responsibility for the disorders growing out of the strike, declaring that 'it was unanimously agreed that the Sheriff had acted throughout the strike in a rational and legal manner and had performed his duty in an efficient and legal manner.'"

ASSEMBLY INVESTIGATION OF THE STRIKE.

"The committee appointed by the House of Assembly had a number of meetings, the first of which was on February 18th at Roosevelt, and heard testimony to the strike and the causes leading up to it. Among the witnesses heard was an employe of the Liebig plant, a catholic priest who had worked among the Polish people of Roosevelt, a pastor of the Hungarian church, two physicians, and a saloon proprietor, all of whom testified to the fact that the Poles employed by the fertilizer companies are a quiet, peaceable, temperate people, whose living conditions were brought down to the lowest degree by the reduction of wages from $2.00 to $1.60 per day, and that the reason for the strike was the inability of the people to exist under the conditions thus forced upon them. It seemed, however, that some of the officers of the companies had been very considerate in their treatment of the men, endeavoring to improve their circumstances. One of the physicians stated that most of the men shot by the guards at the Williams & Clark plant were injured in the back of the legs. Mr. J. E. Waring of the Agriculture Chemical, stated that the company had taken steps to improve the condition of some of its employes, but that they had observed that even when their wage was increased the men remained in the same sort of homes as they had occupied before. Mr. Waring also testified to the fact that the strikers had endeavored to force their way into the plant, being prevented by the presence of armed employes of the company, and had bombarded the new buildings of the plant with stones and broken the windows. Other witnesses said that shooting had been heard every night and morning during the strike around the vicinity of the works. However, the Chief of Police had heard none, and stated that two uniformed police would be more efficacious than fifty armed guards or deputies. The Sheriff made a statement defending his own action during the strike. He said that a total of $17,000 had been paid by the fertilizer companies to the county for their protection. Out of this the Sheriff said he had paid the O'Brien Detective Agency $14,000 for guards, leaving $3,000 for other expenses. The Sheriff maintained that his action in requiring the corporations to pay for the protection of their works was perfectly proper, and that had he not done so, the entire cost would have fallen upon the taxpayers of the county."

CONCLUSION TO THE ROOSEVELT STRIKE.

In this strike two men were killed and several injured. Investigation and inquiry develops much difference of opinion as to the Roosevelt strike. The Sheriff was called on by the factory owners for protection. Under the riot act he must furnish this, or the county is liable in damages. He found local deputies unwilling and untrained for the work; so was forced to use hired professional deputies as the only solution open to him. He says some of these men are not bad in their way, in spite of their profession.

There is some dispute as to whether the rioters attacking the train fired any shots before the deputies fired on them. Some witnesses state that they did. Mr. Deacon, manager of the U. S. Metals Refining Co., who was on the train which was held up, says that he heard shots before the deputies fired, and he believes that some sympathizer or agitator, likely not a striker, fired into the air to start trouble. However, he says the deputies used bad judgment in firing into the crowd, but could not be blamed under the circumstances. There were several hundred rioters pressing about the train and it was a case of needing cool heads. But the firing into the crowd was unnecessary and men properly trained for handling riots would not have fired.

There is also a conflict as to whether obstructions were placed on the track to stop the train.

The local Chief of Police does not think the use of deputies was necessary, and says their use precipitated violence.

The fair conclusion is that there was a degree of lawlessness and rioting as to make additional protection for person and property necessary, but that effective police protection did not demand shooting to kill by the deputies.

Several of the deputies were indicted for manslaughter. Justice Bergen charged the Grand Jury that the sheriff had no right to bring in non-residents to act as deputies, but had the right only to call on the inhabitants of the county, and the fact that these men were sworn as deputies was no defense to the charge of manslaughter. If his ruling is correct, an additional element is added to the vexing one of riot control.

CONCLUSIONS ON THE RIOT PROBLEM IN THE COUNTY.

Middlesex is one of the few counties in the State which have presented peculiar conditions of riot violence. In the sections along the Raritan Bay where great numbers of unskilled foreign immigrants are employed, the problem of violence and rioting in connection with these strikes exists, and should be

met. No means which have yet been used to protect property during these riots have been so effective as to prevent the destruction of life. It may be that the very means used may have occasioned such destruction. It seems that the existence of a non-partisan, non-local mounted uniformed State police composed of thoroughly trained and skilled men, appointed and officered without regard to politics, acting strictly to enforce the law without favoritism to either side, is the most feasible solution of the problem.

5. The Forest Fire Problem in the County.

The report of the fire warden for the year 1915 gives the following as the number of fires and loss occasioned in Middlesex County. The forest fire problem is not so great in Middlesex as in some other counties as there is not so large a wooded area.

County and Township	Number			Loss to Forests and Other Property
	Forest Fires	Embryo Fires	Acres Burned	
Middlesex County.				
East Brunswick...	8	2	515	$665
Madison.....	12	5	2,165	2,240
Monroe	6	..	765	1,380
Sayreville.....	13	1	864	870
South Brunswick...	7	..	1,516	1,680
Total.....	46	8	5,825	$6,835

6. The Enforcement of the Fish and Game Laws.

During the hunting season fires are often started by hunters and poachers. In Middlesex County as in other counties it is very difficult to enforce the fish and game laws, especially during the hunting season in the Fall, when many persons are hunting without license. There are many violations at other times which never come to the notice of the authorities.

7. The Enforcement of the Road Laws.

More effective enforcement of the motor speed laws seems to be especially needed in Middlesex County according to the opinion of police officers and other persons interviewed. Main roads from New York to Philadelphia and New York to Long Branch pass through the county, and especially on the roads to Long Branch there is much reckless driving which endangers the lives of other automobilists and on other persons using the roads. Effective patrol of these roads is needed.

5—Newspaper and Letter Clippings on the County Police Problem

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. A compilation has been made, therefore, of letters, representative editorials, and news items having a bearing on the Middlesex county police problem:

Mr. L. M. Philips, *Armour Fertilizer Works, Chrome, N. J.*, says: "As an instance of the need for the State police we would cite the disturbances caused by the strikers in this vicinity in the last three years. Property damage was threatened making it necessary to bring in protection from outside of town. During the above-mentioned strikes we were obliged to obtain the services of guards and detectives to protect our property. The town affords police force, but it is not sufficient to handle the situation in times of disturbances such as we have experienced in the last few years." (*a*)

Mr. J. Francis Booraem, *American Enameled Brick and Tile Company, South River, N. J.*, says: "Whenever a strike breaks out in any of the numerous factories here, we are simply in the hands of a lawless mob, and this has happened several times. We have had occasion several times to call for outside protection, not on account of our employees, but on account of strikes in other plants when their striking employees came and drove our men out of the plant. We are in a rural section with three policemen or no protection in a case of riot." (*b*)

(*a*) Letter dated Dec. 16, 1916.
(*b*) Letter dated Dec. 18, 1916.

United Cigar Manufacturers Co., New York, N. Y., said in a letter: "About three years ago there was a general strike in Perth Amboy, lasting about two months. Nearly all plants located in that town suffered considerable damage through excesses committed by strikers. We believe that a State constabulary would have restored order in a very short time and saved a good many establishments. We had to engage private detectives at the time of the above strike."

Mr. Olsen, *Treasurer South Amboy Terra Cotta Co., South Amboy, N. J.*, says: "During labor trouble in 1908 men were enjoined by courts for interfering with employes—absolutely no attention paid to injunction—local police unable to cope with situation—hired special deputies, same were inefficient." (*a*)

Mr. A. C. Clark, *Raritan Copper Works, Perth Amboy, N. J.*, says: "Owing to the large foreign speaking population in New Jersey, and their ignorance of our institutions and the principles of law and order, they almost invariably resort to violence in cases of misunderstandings with their employers over wages or any working conditions, often resulting in destruction of property and serious and sometimes fatal injuries to those employees wishing to continue work. Owing to the small local police force available in most of the industrial towns, the situation cannot be controlled. In the rural districts many hold-ups, robberies and other crimes, including murder, have frequently occurred which a State police would be able to prevent, and this would be their regular line of duty, in addition to acting as game wardens, fish wardens, fire wardens, motor vehicle inspectors, etc., and they would only be used in industrial centers as a last resort after all other reasonable means had failed." (*b*)

The New Jersey Terra Cotta Co., Perth Amboy, N. J., states: "In Perth Amboy and vicinity there has been, at various times, a condition of riot and infractions of the laws of the State, which were beyond the control of the local police departments. We have needed additional protection around our plant and to our employes on several occasions when we have had labor disturbances." (*c*)

Mr. George A. Batz, *Manager, Didier-March Company, Perth Amboy, N. J.*, says: "Our works are located about three miles from the nearest city and past experience has shown it to be difficult to obtain adequate police protection during strikes and walkouts. In times of difficulty in this direction there are from two to three patrolmen available from the city of Woodbridge, who, in cases of extensive uprising, are in our opinion entirely inadequate to deal with the situation created by the thousands of workmen, principally of foreign birth, who are employed in this vicinity. In the past six months we had a strike in one of our departments, the members of which congregated outside of the works and intimidated the remainder of our force so that within 48 hours the strike had spread throughout the entire plant. The police protection received at that time was apparently entirely inadequate to keep the strike within the department in which it first started. The regular local police force consists of one man, who has several miles of territory to cover, and as far as we know, no means of rapid transportation available." (*d*)

Newark Evening News. *Jan. 22, 1915.*

Inefficient Fire Wardens.

"A resident of Jamesburg is quoted as declaring on Tuesday at Trenton, that he could prove that the neglect of fire wardens last September cost him seventeen acres of valuable cranberry bog as well as hundreds of acres of surrounding forest. This fire, it will be noted, occurred in September, the closed season for game and could not, therefore, be attributed to hunters.

"The authority given fire wardens under the law would seem to be amply sufficient to protect the forests if promptly and efficiently exerted. They may draft every able-bodied male in their districts to assist in extinguishing fires, and also commandeer horses and wagons. Refusal to assist when called upon entails a fine of $10. The pay provided for both fire wardens and helpers is liberal enough to insure prompt compliance with the law, even in the absence of any penalty for refusal to respond.

"The trouble apparently is that fire wardens do not take their duties seriously enough. They do not appreciate the necessity of promptness in extinguishing incipient conflagrations nor are they conversant with the best methods of fighting the flames."

(*a*) Letter acknowledged Dec. 15, 1916.
(*b*) Ibid.
(*c*) Letter dated Dec. 1, 1916.
(*d*) Letter dated Nov. 27, 1916.

Newark Evening News. *Jan. 22, 1915.*

Governor Advocates Constabulary.

"That the State had never had such a strong example for the need of a State constabulary, was the comment of Governor Fielder. He asserted that if New Jersey had had such a constabulary as Pennsylvania now possesses, the killing at Roosevelt would have been averted."

Perth Amboy Evening News. *Dec. 1, 1915.*

Lesson From the Murder.

"The terrible murder of six persons in a lonely farmhouse outside of New Brunswick, emphasizes how absolutely unprotected the average county resident is in this State. This murder is believed to have been committed Tuesday night of last week, yet it was not until late on Saturday that the crime was discovered. In the meantime, the murderer, had he chosen, could have gotten thousands of miles away and so thoroughly covered up his tracks that it would be next to impossible to capture him.

"When we realize that any country resident is exposed to the same danger and neglect, the seriousness of the situation is apparent. Even the smaller towns have at best only a constable or marshal to do police duty, while the farmer has no authority at all to whom he can look for protection and assistance, excepting as he may call upon the county authorities at the county seat. There is no system of patrol; it is nobody's particular business to see that everything is moving along in its usual course; nobody is particularly interested in investigating strange occurrences. If a farmhouse which is usually the scene of much activity suddenly appears deserted, it is nobody's business to investigate and find the cause. Thus several days pass before the curiosity of the neighbors gets the better of them and they take matters into their own hands. But by that time clues that might help to solve any mystery have been obliterated.

"There is no doubt that the people living in the country are entitled to some system of protection. There should be some sort of an organization whereby crimes would not be so likely to happen and when they do occur, they would not remain undiscovered for days while the criminals make good their escape.

"Here is one of the greatest arguments for a State police force. Had a mounted officer been patroling the country roads last week, we do not say the Weitzman murder would not have occurred, but it is reasonable to suppose the crime would not have remained undiscovered from Tuesday to Saturday night.

"It often takes some startling event to arouse the people to their real needs. A factory fire, public school horror, subway tunnel catastrophe—all have their effect in bringing about remedies in an effort to prevent their repetition. Let us hope that the lesson to be learned from the dastardly murder near New Brunswick will not be lost when the legislature has under consideration the organization of a State police force."

Perth Amboy Evening News. *Feb. 6, 1915.*

Strike Indictments.

"Every Sheriff, however, has now had pointed out to him his plain duty in such instances and it is to be hoped that such disgraceful scenes as took place at Roosevelt recently will not be repeated. We have our doubts, however, whether we can ever do away entirely with riots and disorders unless the State furnishes an adequate force to compel obedience to the law and protects lives and property alike, whenever disputes arise. The Grand Jury realizes this and the strong stand taken by the jurymen in favor of a state constabulary ought to have much influence with the legislature in this regard.

"The jurymen have just conducted exhaustive investigation into the whole shooting affair. After mature deliberation they have arrived at the conclusion that a state constabulary would have prevented the outrage as well as have assured justice to all. The opinion of the Grand Jury, representing citizens from all sections of the county chosen in a most impartial manner, can be accepted as voicing the sentiment of the great majority of the people.

"By recommending a State constabulary at the same time that indictments against the deputies were handed up, the Grand Jury has not only paved the way for the proper punishment for what has already taken place, but it has shown how to prevent a repetition of such a situation."

Perth Amboy Evening News. *June 13, 1913.*

State Police Force.

"It is shown that the State police force would be an aid to every judge, prosecuting attorney, Sheriff or other official, in time of need when prompt action is necessary. It would furnish protection for outlying districts through constant police patrol, assistance in case of fire, floods or trouble and knowledge of protection within easy call. It would aid in the enforcement of the liquor and excise laws and the suppression of illegal resorts located in isolated places. It would mean the enforcement of the automobile laws by patrol of the highways. In short, a State police force means a better and more comprehensive protection for the whole State than afforded by local constables and other officials, whose duties do not take up their whole time and attention, by a police force always on guard, trained to the service, flexible in its movement and deterrent to crime.

"The success of the constabulary in Pennsylvania proves that this criticism of politics is entirely unwarranted. In fact, the Governor of Pennsylvania, who signed the act creating the State police force there, foresaw the necessity of keeping this new force entirely free from political control. Care was used in electing a superintendent who was absolutely independent and qualified for the place. This superintendent, ignoring politics entirely, made a careful and exhaustive investigation of the best police systems throughout the country and Europe, including the famous Northwest Mounted Police of Canada.

"The many diversified interests of New Jersey and our unique location between two of the greatest cities of the country, fully justify a State police force, patroling our highways continually, always on duty for any emergency."

The Sunday Call *March 15, 1914.*

NO NEED FOR STATE POLICE IN NEW JERSEY.

"The argument for a State police force for New Jersey is that it has been successful in Pennsylvania. This has no practical bearing upon New Jersey. Pennsylvania is a very large state with many counties where the police are engaged in one industry. There have been cases where there was no independent local force to preserve order and the National Guard was not fitted for the police duty required. A State police seemed to meet these peculiar conditions. New Jersey has no such need and the successful handling of the silk strike in Paterson affords an admirable example of what can be done by local authorities under very difficult conditions. A State police force might be a very dangerous political weapon and it would certainly cause great interference with self-governing communities. Newark certainly would not tolerate an invasion of the kind. The principle, moreover, is wrong, and tolerable only where there is a semi-barbarism, and remote communities require protection from violence. New Jersey does not need a body of Texas Rangers."

Allentown, N. J., Jan. 20, 1915.

FARMERS SCORE FIRE WARDENS.

"A southern New Jersey paper says that John W. Vohman is ready to lay before the commission evidence that the neglect of their duty by fire wardens led to the loss of seventeen acres of his cranberry bogs last September, in addition to hundreds of acres of neighboring forests.

"The fire warden and his men left the first forest fire at nightfall before it was properly extinguished, and it broke out over an extended section during the night," said Vohman. "I at once telephoned for the Warden to come back as the fire was worse than the day before. He didn't seem to be much interested but sent a deputy warden, who did nothing but look at the fire and let it burn. The Warden later came over in his automobile, looked over the situation, and left saying it wasn't his duty to protect private property. The township paid out $120 in services for fire-fighting in addition to what individual farmers contributed. If the fire had been properly handled at the start there would have been little loss."

New York Times *Jan. 21, 1915.*

THE OUTRAGE AT CARTERET.

"In Pennsylvania deputy sheriffs who have often shown themselves to be totally unfit to manage turbulent crowds, are no longer called upon to preserve law and order. The picked young men under Capt. John Groome, of the Pennsylvania State Constabulary, would have handled the Carteret strikers without firing a shot.

"For nine years Pennsylvania has not had to call out her National Guard despite several strikes and rioting that have been quickly checked by a body of 228 cool-headed and efficient men. In thirty different counties they effectually guard an area of 4500 square miles. New Jersey needs such a body of trained police. New York needs one."

The World *Jan. 21, 1915.*

SOVEREIGN, BUT HELPLESS.

"In undisputed control of the police power, most American States as such refuse to assert it. They delegate it to municipalities and counties. In too many cases these creatures of the States farm it out to professional politicians. Sometimes, as in Middlesex County, New Jersey, it is handed over to private employers who exercise it through the agency of armed mercenaries.

"It was just such massacres as that in New Jersey which led to the organization of a State constabulary in Pennsylvania. Since that force appeared the old disorders and tragedies resulting from industrial disputes and other local controversies have ceased. New York has a similar body of men in its aqueduct police, although they operate in a restricted district. The Texas Rangers have long been celebrated.

"Not to mention any others, these instances prove not only the great efficiency of State police establishments, but their imperative necessity. Acting solely in support of and by authority of the civil law, they have the discipline of the military. Unlike hired gunmen, they are thoroughly responsible. Their presence in a disturbed locality does not mean strife. It means tranquillity.

"The fact should never be overlooked that most of our industrial pitched battles are due to the refusal of the states to exert their own power. They refuse to restrain the violence of misguided labor and to protect the rights of peaceable labor. They permit employers to proclaim sieges, embargoes and war. They do not act until blood is shed, property destroyed and communities terrorized."

Newark Evening News. *Jan. 22, 1915.*

STRIKE GUARDS ARE DISMISSED.

"Rapid developments came today in the Roosevelt situation.

"Deputies under charges of manslaughter were discharged from duty at the fertilizer plants by Sheriff Edward F. Houghton of Middlesex County.

"Strikers arranged for the burial tomorrow of their two fellow-workers, who were mortally wounded Tuesday by bullets from the deputies' guns.

HUNDRED DEPUTIES FROM JERRY O'BRIEN AGENCY IN ROOSEVELT FEAR NEW OUTBREAK WHEN STRIKERS GET HUNGRY.

"Considering the conditions, exceptionally good order has prevailed among the strikers, no semblance of violence having been shown except in a few instances last night when stones were thrown at the plants in an endeavor to break windows and disable some of the machinery. Yesterday afternoon, at 5:30 o'clock, as one of the time keepers of the Williams & Clark plant left his post to get to his home in Linoleumville, S. I., he was pursued by a number of strikers who fired several shots after him."

The Newark Star. *Jan. 20, 1915.*

THE SHOOTING AT ROOSEVELT.

"The Middlesex County authorities have lost no time in beginning an investigation of yesterday's horrible occurrence at Roosevelt, where so-called detectives fired volley after volley into a crowd of men on strike from three fertilizer plants, wounding a score of them, two mortally. If the facts as alleged are sustained by the inquiry, it was nothing short of a butchery, and those responsible for it should be indicted and punished. One thing that appears to be plain is that the guards had no business where they were as they had been employed to protect the works and were at some distance from the scene of their proper duties. They appear to have lost their heads and acted like maniacs, opening fire without provocation upon unarmed men and even endangering the lives of passengers on a railroad train. As usual in such cases each side declares that the other was the aggressor, but without prejudice as to this it is evident that here is another instance of the injustice and inhumanity of a system which permits the employment of private mercenaries to shoot down citizens. These men are miscalled detectives and the concern which furnishes them a 'detective agency.' The bloody work for which they are paid is nothing in the nature of detective duty, it is simply private warfare. The Roosevelt affair emphasizes the need of legislation to abolish these so-called detective agencies and the whole system of hired slaughter which they are clothed with legal authority to perpetrate."

The Newark Evening News. *Jan. 20, 1915.*

THE ROOSEVELT AFFRAY.

"At Perth Amboy, at Paterson, at Calumet and Ludlow, similar shootings have taken place for similar reasons. Imported deputy sheriffs, reckless in the use of delegated public powers, require no provocation for acts of violence except that which their own presence provides. Where they go mischief may be looked for, and the system which tolerates their employment in strikes is thoroughly discredited.

"As an alternative there is something to be said in favor of a State constabulary. The men of such a body at least are true representatives of public authority, they are trained to the work required of them. New Jersey must soon decide upon some more effective and less discreditable system of strike control than that which always contains within itself the menace of a Roosevelt affair."

New Brunswick Times. *Jan. 22, 1915.*

"Americans cannot afford to temporize forever with the class conflicts that desperate labor and desperate wealth are forcing upon them. State constabularies, properly instructed and equipped, will command peace and make way for law."

New Brunswick Times. *Feb. 11, 1914.*

STATE POLICE FORCE.

"If a State police force would be the means of preventing incendiary fires about Middlesex County, would mean quick detection of firebugs and horse-thieves, if such a department would protect the country districts from thieves, as is claimed, then Middlesex County will become enthusiastic for a State police force.

"Middlesex County has been the scene of some unsolved arson and murder cases. They have occurred in unpoliced, unprotected localities. With a trained State police force on the job the results might have been far different.

"Such a department would be the means of cutting much red tape and fixing responsibility. When a crime is committed in the country districts now the Prosecutor is notified. He details his detectives. They must seek the aid of detective and police authorities of other towns. You can imagine how enthusiastic the detectives of Monmouth, for instance, will grow over a Middlesex case.

"With a well organized State police force, the machinery of the whole force could be directed at once upon the hunt for criminals from any one county."

Perth Amboy Evening News. *Feb. 16, 1914.*

TWO GOOD MEASURES.

"By abolishing sinecures and cutting out many petty extravagances the needs of the State can be provided for easily.

"A State police force is desirable for many reasons, but particularly to give the necessary protection in country districts and to patrol the State highways. A body of troopers, such as Pennsylvania has at her command ready for duty in any section of the State at any time, can render valuable service in times of disaster or disturbances of any kind. They are just as necessary to protect property and enforce the law in rural districts as the city police force is in the more thickly populated sections. New Jersey is building up so rapidly that in many localities it is like one big municipality. But imaginary boundary lines separate one place from another, thus eliminating the jurisdiction of the local authorities."

Perth Amboy Evening News, Jan. 22, 1915, gives editorial comments by press of Roosevelt strike.

New York Times says: "The picked young men under Captain John Groome of the Pennsylvania State Constabulary, would have handled the Carteret strikers without firing a shot."

The New York Sun says: "The Middlesex Sheriff, who permitted imported thugs to come into the county as 'deputies' to shoot down unarmed men on a public highway, cannot escape his responsibility."

New York Evening Telegram says: "Our interest centers large in the fact that the statement is made the shooting was done by 'fifty gunmen hired in New York to serve as strike breakers.'"

Philadelphia Public Ledger says: "Had New Jersey possessed an adequate State police there would have been no excuse for the importation and legalization of gunmen from another State."

Asbury Park Press.

IS DUTY OF THE STATE.

"No State has the right to permit private corporations to arm hired deputies to perform the State's service of police protection. This duty belongs to the State alone and any usurpation of the State authority should be punished as an infringement upon the constitutional rights of its citizens."

Newark Evening News says: "As an alternative there is something to be said in favor of a State constabulary. The men of such a body at least are true representatives of public authority, they are trained to the work required of them."

Elizabeth Journal says: "This incident arouses an indignant public to ask why the employment of hired detectives and irresponsible guards should be allowed. Men that are so quick and handy on the trigger at the least provocation have again proved a menace."

New York Tribune says: "When the local police cannot maintain peace there is only one known police agency which can handle a strike situation efficiently and without great likelihood of doing more harm than good. That is a mounted State constabulary, especially trained for police work and able to do the State's duty to its citizens in enforcing laws regardless of class or financial interests."

6—Opinions of Governmental Officials

Prosecutor JOSEPH E. STRICKER states that as Prosecutor he is strongly in favor of a State police. Before he was elected Prosecutor and while representing the Perth Amboy Board of Trade, Mr. Stricker urged before the Legislature the passage of a State police bill, as reported by the *Newark Evening News* and *United Press.* He said, "Additional police would necessarily render a better service to the State." He spoke of the trouble in small communities where there are no authorities to act in important cases. "The recent legislative hearing in Roosevelt," Mr. Stricker said, "showed that organized labor had instructed its members to avoid violence in any form. The fact remained, however, that there had been violence. Discounting a view expressed by a member of the State judiciary, whose name he didn't mention, that the com-

mon law already provided that Sheriffs could call upon the best citizenry to put down a riot or any disorder, Mr. Stricker said it would not work in Middlesex County. He said industrial centers like New Brunswick and Perth Amboy, made up principally of workingmen, would not afford the Sheriff much aid."

Joseph E. Stricker, after declaring that there was great need for a constabulary force in the rural counties, stated that he had been connected with three or four strikes during the past few years and that none of them in his county had been initiated by men who belonged to the unions. The Roosevelt strike, he declared, was reported as being begun by representatives of the I. W. W. There is only one way to quell such trouble, in his opinion, as took place in Paterson, Perth Amboy, New Brunswick and elsewhere throughout the State within the past few years, and that is the creation of a uniformed force like that possessed by Pennsylvania.

Sheriff EDWARD F. HOUGHTON feels that there should be more adequate protection to the rural sections of the county such as a State police patrol might give. He has a firm conviction that a State police would be highly desirable in Middlesex County, both because of the inadequate protection in rural sections in normal times and the necessity for better protection in the cities during extraordinary instances of riot violence.

Mr. Houghton is particularly qualified to speak on this latter subject since it was his duty to police the strike at Roosevelt in 1915.

The Sheriff does not undertake to apprehend criminals, but under the riot act he is responsible for protection of the property threatened by rioters. He is made responsible for the enforcement of the law, but is not given the means to do so. The regular duty of the Sheriff is to protect property which is in danger from violence upon request by the owners of the property, and if after such request he fails in that protection, the county is liable for damages for such property destroyed. When called upon to protect property the Sheriff is placed in a very difficult situation. His regular deputies are only sufficient to care for jail prisoners and to serve papers, this being the only duty ordinarily imposed upon the Sheriff. The constables are not efficient for policing riots. They are not chosen with any idea of their fitness to preserve order. Sheriffs of Middlesex County have attempted to police riots by using deputies taken from the farmers and laborers. This was entirely ineffective. The men were untrained and afraid of the rioters and were therefore of no value to preserve order. Local police forces were inefficient or the Sheriff would not have been called upon. The only effective means he could use to preserve order was to obtain professional deputies. To get these he had to go out of the county. These men were not strike breakers, that is, they were not seeking jobs in the factories. They were men who make their living acting as deputies in time of riot. While many of them were rough in character, many others were very decent fellows in their way, considering their profession that they were not uniformed and that there was not the same respect for them that there would have been for uniformed men. Most strikers in this county are foreigners, who do not understand the law and do not understand that they have no right to use force to make other men quit work. The average laborer does respect the law when he understands it. The use of the professional deputies is not an ideal solution of the problem, but it is the best means at hand and it is amply justified at Roosevelt as the only solution of the difficulty.

A mounted State police similar to that in Pennsylvania, composed of men of the same character would be a much more efficient means of dealing with riot violence than the present system, Mr. Houghton thinks. Strikers would respect the uniforms. Most of them are European immigrants and have been trained to respect uniforms. Appointments to the State police should not be made on a political basis. Many criminals escape from the county under the present system.

Sheriff Houghton was a cabinet maker for 23 years, and is a member of the Carpenters and Joiners Union, in which he has at times been very active. As a union man he is in favor of the State police system, and can see no reason why any laboring man should not favor it. Violence should have no place in strikes. Labor leaders recognize this. It is the ignorant and irresponsible element who introduce violence in strikes.

Chief of Police of Perth Amboy, P. J. BURKE, says: "In reply to yours of April 26th relative to State police, I would state we handled all strikes since 1912 with our local department. At that time we surely needed other help and of course we do not know the day we will need outside help again. I am in favor of a State police, that could be used in case of large strikes. About 50 mounted men, in my opinion, would be able to handle any strike that would occur here."

He favors a State police. There are 35 police in Perth Amboy. At the time of the big strike in 1912 his men were worn out working day and night. The Sheriff brought in a bunch of deputies from the country. They ran from the strikers. Deputies brought from New York broke the strike. About 3 persons were killed, and 25 injured. The strikers would respect the uniformed police. New Jersey would not need so many as Pennsylvania. He suggests a comparison of the record in Pennsylvania before and since the establishment of a State police system. He believes that some of the roads in Middlesex County should be protected, especially those leading to Long Branch. There is a great deal of auto stealing. The State police would be especially effective in preventing this.

Chief of Police of New Brunswick, MICHAEL A. O'CONNELL, says that for the 18 years in which he has been connected with the New Brunswick police department, the last 6 years of which he has been Chief, there has not been any necessity to ask for outside police assistance. No strike has assumed violence beyond the control of the local forces.

Chief O'Connell says that he has given this matter some consideration and has come to the conclusion that a small State police force similar to that now prevailing in Nevada, of perhaps 5 men, would be better in New Jersey than a system patterned after that prevailing in Pennsylvania. Mr. O'Connell does not see the need for maintaining a constant rural patrol. He suggests that such a small State police of reserve force should have the power to summon local police forces throughout the State, and in this way call together at a small expense the State police to police strike violence. The small force of about five would thus, as in Nevada, operate merely as overhead directors of the municipal police. It is suggested that much of the labor difficulties might be avoided if I. W. W. agitators were excluded.

Chief of Police of Roosevelt Borough, H. J. HARRINGTON, said that there had been many strikes in his borough in recent years, all of which required police protection. During the strike in 1915 special deputies were used by the county authorities. This was not really necessary, and, he thinks, precipitated violence. The police force in Roosevelt Borough now consists of eight men. This is to be increased to sixteen men. The population of the borough is 11,000. He does not favor a State police in view of the local situation. The local force has handled every strike but one, and it can handle any strike when the increase is made. The local police know all of the men who live in the borough, know the strikers, and can handle them better than outsiders. If necessary he can call on the fire department of fifty men, and deputize local men. As for unapprehended criminals, but one has escaped him recently, and the reason was he was not notified in time.

Below is given the Grand Jury resolution in regard to the strike troubles and petitioning the establishment of a State Constabulary in New Jersey.

GRAND JURY RESOLUTION—MIDDLESEX COUNTY.

To the Judges of the Court of Oyer and Terminer of Middlesex County:

In this presentment of this Grand Jury, at the close of its thorough investigation of the shooting of certain persons at Roosevelt, N. J., during the recent strike troubles, it is unanimously decreed that the Sheriff has acted throughout this strike in a rational manner in his method of procedure when called upon to protect life and property as laid down by precedent as the best course he could pursue under the circumstances; that he maintained his authority and performed his duty in an honest, courageous and efficient manner, and is thereby exonerated from all blame as to the shooting and is commended for his manly and upright conduct since the unfortunate occurrence.

In view of the fact that by the law laid down by Justice Bergen in his charge to this Grand Jury, the so-called deputies, as sworn in by the Sheriff when called upon by citizens to protect lives and property, have no standing in law as officers and are entitled to no immunity as such, and in order to secure this protection formerly granted by Sheriff's deputies (it has been clearly shown that the ancient, antiquated resort to the *Posse Comitatus* cannot be applied to the present condition for the suppression of disorder), this body of Grand Jurors earnestly recommend the institution of a State Constabulary and petition the legislators of this State to familiarize themselves with the splendid record and assured success of the constabulary of the State of Pennsylvania and to carefully and conscientiously consider any measure put before them to create such a body and that copies of this recommendation be sent to our present legislators and to the Governor of this State.

Respectfully submitted,

CHAS. D. SNEDEKER,
Foreman.

7—Summary

Middlesex is one of the most important industrial counties in the State, and also contains a considerable agricultural population. The county is seventh in the State in population, and third in value of industrial products.

There seems to be sufficient police protection at New Brunswick. Other municipalities in the northeastern part of the county have forces sufficient for ordinary occasions, but not enough to cope with riotous conditions which have at different times arisen. The greater portion of the county is without police patrol. The Sheriff characterizes the constables as ineffective for apprehending or preventing crime.

Fifty-seven per cent. of the complaints (1517 out of a total of 2656) made to the Prosecutor in five years have failed to result in indictment or Special Sessions prosecution. This would seem to indicate in part a lack of facilities for procuring evidence.

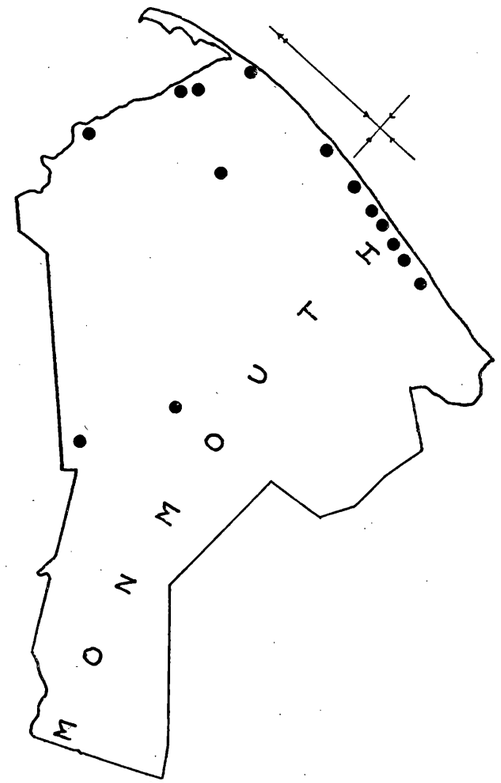
Thirty-four per cent. of the population are foreigners. The problem of foreign unskilled labor is greater than in most counties. During the past five years the county has expended nearly $40,000 for additional deputies used in time of riots, and the private companies have expended several times that amount in hiring, feeding and lodging special guards, and in feeding and lodging men who wanted to work during strikes. In spite of the use of all these deputies and guards, violence has not been prevented, five or more lives have been lost, and many wounded. The Sheriff, to preserve order, was forced to get professional deputies from outside the county. This he had no power to do, according to the charge of Judge Bergen to the Grand Jury, and the fact that these men were sworn in as officers did not prevent them from being criminally liable for acts committed in attempting to preserve order. In 1908 the militia was called out.

Farmers complain of thievery, and there are many violations of the road laws.

The Sheriff, the Prosecutor, the county detective, and the Chief of Police of Perth Amboy favor the establishment of a State Constabulary. The Grand Jury passed a resolution calling on the Legislature to establish a State Constabulary.

There seems to be a need in some parts of the county for a rural patrol. A central detective force working in conjunction with the county detectives would aid in the apprehension of crime. Should riotous conditions occur in the future such as those which have occurred in the past, there would be a most pressing need for an efficient means of preserving order.

MONMOUTH COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in fourteen municipalities. The remaining unpatrolled areas contain 54% (or 58,736) of total population and 54% (or $36,001,842 of all devastable property in county.

112, or about 14% of all criminals indicted during 1914-1916, have become fugitives. There were 80 more fugitives in 1913. This makes 192 fugitives.

2,150, or 59% of all complaints of crime during 1914-1916, have not resulted in the punishment of any criminal.

Forest fire loss in 1915 was $8,940.

Prosecutor favors State Police to give a central detective bureau.

1—The Geographical and Sociological Nature of the County.

Monmouth County contains 39 cities, boroughs and townships, with a population of 107,636 according to the 1915 census. The 1910 census states that 12% are foreign and 8% are negroes. It contains 479 square miles, nearly all of which land is admirably adapted for farming. There are no large manufacturing towns, although Freehold, with a population of 3,600, Red Bank with a population of 14,500, and Asbury Park with a population of 10,910, have quite extensive factories. There is a chain of summer resort towns along the coast.

2—A Survey of the Police Protection in the County

1. MUNICIPAL.

A synopsis (*a*) of the police protection, giving the number of officers, follows:

Atlantic Highlands, 6 in summer, 2 in winter; Asbury Park, 45 in summer, 22 in winter; Avon-by-the-Sea, 3 in summer, 2 in winter; Bradley Beach, 10 in summer, 5 in winter; Red Bank, 10 in summer, 10 in winter; Belmar, 6 in summer, 3 in winter; Spring Lake, 7 in summer, 2 in winter; Allenhurst, 6 in summer, 4 in winter; Deal Beach, 7 in winter; Long Branch, 38 in summer, 21 in winter; Oakhurst, 3 in summer, 1 in winter; Seabright, 6 in summer, 4 in winter; Monmouth Beach, 3 in summer, 2 in winter; Manasquan, 1 in winter; Oceanic, 6 in summer, 6 in winter; West Long Branch, 4 in summer; Eatontown, 1 in summer, 1 in winter; Freehold, 2 in summer, 2 in winter.

2. COUNTY.

The sheriff does not take any active part in apprehending criminals. There is a deputy sheriff, and two county detectives, one at Freehold, and one at Belmar. One detective receives on an average of two complaints a day, the other, one a day. The county approximately has 72 constables, among whom are many efficient men. Almost all the work is done by the county detectives, the Prosecutor's office having full charge.

3. PRIVATE.

It is estimated that the shore district has 75 private police in summer and 25 in winter. (*a*) These officers are employed mostly by hotels and entirely in the shore district.

(*a*) Data obtained by Henry C. Adams in interviews with officials at Police Headquarters in Asbury Park and Long Branch, and by interviews in the several towns.

(*a*) Capt. W. D. Walling of Long Branch Police.
The tabulations and other data contained in this study were secured from field investigations within the county by investigator Henry C. Adams and from correspondence with officials and the public generally.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

There is a large amount of illegal selling of liquor in Asbury Park and very few of the violations are reported. (*a*)

No records are kept of the complaints that justices of peace receive in cases where evidence is not sufficient for the issuance of a warrant. Many justices seldom record the warrant unless it is returned, and the case tried.

Some potato stealing is reported, but not to any great extent.

b. Difference between the number of complaints and the number of Grand Jury Indictments Plus Special Sessions Cases.

The following table shows the difference between the number of complaints and Grand Jury indictments plus Special Sessions cases for the last four years:

	Complaints.	Grand Jury indictment plus Special Sessions cases.	Per cent. of complaints resulting in indictments.
1914 (8 months)...	1163	352	30-1/5
1914	1362	450	33
1915	1330	600	45
1916 (9½ months).	927	419	45
Total, 4 years..	4782	1821	38

The complaints shown here are only those that are recorded in the Prosecutor's complaint book. If a detective receives a petty complaint, it is doubtful if he would make a record of it. Also the justices of the peace have many complaints on which no action is taken. In the last four years, out of two-thirds of the warrants issued by rural justices of the peace, over 128 were not returned, so no indictments would probably be found for these.

c. The number of criminals indicted by the Grand Jury but never apprehended.

	Grand Jury Indictments.	Fugitives.	Per cent. of those indicted that are fugitives.
1913 (8 months)..	352	80	22-7/10%
1914	450	43	9-½%
1915	600	44	7-3/10%
1916 (9½ months)	419	25	5-9/10%
Total (4 years)	1821	192	10-½%

This means that 10½% of the total number of criminals indicted have escaped. It will be noticed that the percentage for 1913 is much higher than for the other years. This is explained by the fact that in 1913 all those who never came to trial because of lack of evidence or witnesses were included. In the last three years, according to records in the Prosecutor's office, 282 prisoners were not prosecuted either for lack of evidence, witnesses or other reasons; in other words, 46% of those indicted were not prosecuted.

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

Many of the constables and justices are poorly qualified to fill their positions, because they are mentally and physically unfit to perform their duties. (*a*) But Monmouth County is especially fortunate in having a number of constables and justices who are well qualified to act.

The fees are small and in many cases are not sufficient to pay the actual expense of the constable. Often good men elected as constables will not serve as they cannot afford to spend the time for such small remuneration. This applies equally to the justices of the peace. Very few able men can afford to bother with the job.

The nefarious practice of justices issuing warrants on any pretext to make their $2 is quite frequently done. (*b*) This will exist as long as fee system survives.

The lack of training is deplorable. There is no association for justices of the peace or constables at present, so they have no training whatever. Many justices of the peace have not as clear an idea of the law as the average business man. The constables seldom know anything about their duties, and often lay themselves open to false imprisonment suits. The reason so few suits are brought is that a judgment against most of the constables would be of no value.

The constable has no place where he can be found regularly. He does not do patrol duty. All the constables may depart from the town at the same time, leaving it unprotected. The fact that the constables are not usually held in high esteem, and that the people seldom see them in the performance of their duties, prevents them from acting as a curb to, or preventative of, crime.

3. COST OF THE PRESENT SYSTEM.

Accurate statistics were not available, but the following figures were obtained from account books at Freehold, police headquarters at Asbury Park and Long Branch, and also from the county detectives.

Estimated cost of detective work.....	$10,000
Estimated cost of constables' fees, not including court work	2,000
Cost of police protection for the whole county (126 officers)	126,000
Total.....	$138,000

4—The Police Problem Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIME IN THE COUNTY.

a. Complaints.

The following table gives the complaints from the Prosecutor's office for the years 1914 to 1916, and also their distribution in the rural districts and in the city. The total number for the three years is 3619.

MONMOUTH COUNTY COMPLAINTS.

	1914	1915	1916	Total	Rural	City	Total
Adultery	18	8	11	37	32	5	37
Assault and battery	330	299	274	903	759	144	903
Assault with intent to kill	4	14	11	29	20	9	29
Assault on woman child	..	1	2	3	3	..	3
Atrocious assault	23	11	27	61	51	10	61
Attempted robbery	2	1	1	4	4	..	4
Arson	17	2	1	20	16	4	20
Attempted larceny from person	2	..	2	4	4	..	4
Atrocious assault and battery	2	23	..	25	23	2	25
Assault	34	29	..	63	39	24	63
Assaulting officer	2	4	..	6	4	2	6
Abusing horse	..	1	..	1	1	..	1
Assault and battery and carrying concealed weapons	1	5	..	6	5	1	6
Assault and threats	3	2	..	5	1	4	5
Assault and battery, with intent	3	3	..	6	5	1	6
Abduction	1	3	..	4	3	1	4
Atrocious assault and battery and highway robbery	..	2	..	2	2	..	2
Assault and battery and resisting officer	7	..	..	7	4	3	7
Assault and battery and robbery	8	..	..	8	8	..	8
Attempted breaking and entering	1	..	..	1	1	..	1
Assault and battery and malicious mischief	1	..	..	1	1	..	1
Assault and battery and attempted rape	7	..	..	7	3	4	7
Attempted rape	2	..	..	2	2	..	2

(*a*) Chas. O. Hudnut, Borough Clerk of Belmar, and P. F. Dodd, Neptune Township, suburb of Asbury Park.

(*a*) County Detectives Smith and McCormick.
(*b*) Justice of Peace Hulse, Freehold, in interview with Henry C. Adams.

Abuse with infant	1	..	..	1	..	1	1
Attempted highway robbery	1	..	..	1	1	..	1
Board bill	2	..	..	2	2	..	2
Book-making	1	1	..	2	1	1	2
Breaking and entering	59	39	51	149	99	50	149
Burglary	13	11	10	34	31	3	34
Bigamy	1	..	1	2	2	..	2
Breaking and entering and larceny	10	8	..	18	17	1	18
Barratry	..	1	..	1	1	..	1
Blackmail	2	..	..	2	..	2	2
Conspiracy	1	2	9	12	5	7	12
Carrying concealed weapons	24	15	13	52	38	14	52
Criminal assault	1	1	2	4	2	2	4
Cutting timber	..	2	..	2	2	..	2
Carrying concealed weapons and entering	..	1	..	1	1	..	1
Criminal libel	2	..	..	2	2	..	2
Criminal carelessness	1	..	..	1	..	1	1
Cruelty to children	3	..	..	3	3	..	3
Common scold	1	..	..	1	1	..	1
Carnal abuse	1	..	..	1	..	1	1
Cruelty to animals	1	..	..	1	1	..	1
Desertion	22	28	20	70	64	6	70
Disorderly house	28	33	26	87	55	32	87
Defrauding boarding house	2	1	1	4	4	..	4
Driving while intoxicated	..	1	..	1	1	..	1
Disorderly religious meeting	..	1	..	1	1	..	1
Disorder on car	1	..	..	1	1	..	1
Entering and larceny	5	..	..	5	4	1	5
Extortion	1	..	..	1	1	..	1
Entering, with intent to kill	1	1	..	2	2	..	2
Escaping arrest	..	1	1	2	1	1	2
Embezzlement	23	27	16	66	48	18	66
Forgery	8	10	9	27	20	7	27
False pretenses	26	31	20	77	65	12	77
Felonious assault	5	6	12	23	5	18	23
Fugitive	1	2	4	7	7	..	7
Fraud	6	4	4	14	13	1	14
Fornication	17	31	5	53	48	5	53
Felonious assault and attempted robbery	..	1	..	1	..	1	1
Forcible entry	..	7	..	7	3	4	7
Fighting	5	3	..	8	6	2	8
Failure to keep parole	1	..	..	1	1	..	1
Grand larceny and fornication	1	..	..	1	1	..	1
Grand larceny	66	77	35	178	121	57	178
Gambling	2	10	3	15	6	9	15
Illegal sale	124	88	56	268	185	83	268
Incorrigible	8	5	5	13	13	..	13
Interfering with officer	2	1	..	3	3	..	3
Impertinence to officer	..	2	..	2	1	1	2
Incest	1	6	..	7	5	2	7
Insulting officer and threats to commit rape	..	3	..	3	3	..	3
Illegal registration	2	..	..	2	2	..	2
Insane	1	..	..	1	1	..	1
Illegal voting	1	1	..	2	1	1	2
Indecent exposure	1	..	..	1	1	..	1
Illegal use of name	1	..	..	1	1	..	1
Indecent assault	1	..	..	1	..	1	1
Kidnapping	5	..	..	5	2	3	5
Lewdness	4	2	..	6	5	1	6
Larceny from person	102	101	..	203	145	58	203
Lunacy	10	27	11	48	48	..	48
Malicious mischief	25	49	14	88	61	27	88
Misdemeanor	12	7	19	38	21	17	38
Murder	6	7	6	19	16	3	19
Material witness	18	37	13	68	37	31	68
Manslaughter	3	1	5	9	8	1	9
Mayhem	1	3	1	5	4	1	5
Malicious threats	3	..	..	3	2	1	3
Non-support	6	7	6	19	16	3	19
Neglect of child	..	..	1	1	1	..	1
Nuisance	..	1	1	2	2	..	2
Open lewdness	..	6	5	11	5	6	11
Perjury	4	..	..	4	4	..	4
Petty larceny	58	48	74	180	154	26	180
Peace (warrant)	56	59	99	214	181	33	214
Reckless driving	3	1	..	4	2	2	4
Rape	11	7	3	21	15	6	21
Robbery	9	10	9	28	19	9	28
Receiving stolen goods	5	15	7	27	15	12	27
Resisting officer	4	7	5	16	14	2	16
Referee at prize fight	8	..	..	8	8	..	8
Receiving money wrongfully	..	2	..	2	2	..	2
Sodomy	..	2	..	2	2	..	2
Seduction	7	14	10	31	22	9	31
Slander	..	2	..	2	1	1	2
Search warrant	18	28	..	46	43	3	46
Selling mortgaged goods	..	2	..	2	2	..	2
Selling cocaine	2	..	..	2	2	..	2
Stealing chickens	1	..	..	1	1	..	1
State hospital	2	..	..	2	2	..	2
Swindling	1	..	..	1	1	..	1
Threats	6	10	4	20	15	5	20
Trespassing	1	1	..	2	2	..	2
Uttering and selling obscene pictures	1	..	..	1	1	..	1
Vagrancy	..	..	1	1	1	..	1
Witness	19	4	1	24	21	3	24
Totals	1362	1330	927	3619	2797	822	3619

During the last four years outside of Red Bank, Asbury Park, Long Branch, Belmar and boroughs along the coast, nearly 1580 complaints were recorded by Justices of the Peace. According to statements from Justices, probably not over one-half the complaints received are recorded. The cities and boroughs together would have more crime than the rural districts or nearly 1600 complaints. Assuming that city justices only took action in one-half the complaints, (excluding those received by the Prosecutor), the number of complaints for four years would be nearly 17,000 while the number of indictments is 1821. (*a*)

(*a*) These estimates, except 1580, which is taken from justice's docket books, are based on interviews between Henry C. Adams and two-thirds of the Justices of Monmouth Co., Chief of Police of Asbury Park, Capt. of Police of Long Branch, the county detectives and sheriff.

b. Grand Jury Indictments and Special Sessions Cases.

The Grand Jury indictments and the Special Sessions cases are summed up together in the following table:

GRAND JURY INDICTMENTS PLUS SPECIAL SESSIONS CASES.

1913 (8 months)	352
1914	450
1915	600
1916 (9½ months)	419
Total	1821

c. Records of Justices of the Peace.

The records of the Justices of the Peace which follow seem to be quite accurate. The Justices of the Peace in this county seem to be very much above the average. Most of them are men of quite some ability, who take their offices seriously.

Leonard J. Arrowsmith, of Freehold, Justice of the Peace, has the following records extending from May 9, 1915, to November, 1916: Number of warrants issued, 83; warrants not returned 8; Fornication 2, desertion 1, breaking and entering 2, assault and battery 3.

C. B. Barkalow, Justice of the Peace, Freehold, records extending from 1907 to 1912, are as follows: Warrants issued, 109; warrants not returned 22. Criminals unapprehended committed the following crimes: Grand larceny 8, petty larceny 2, fugitives from justice 2, receiving stolen goods 1, non-support 1, material witness 2, assault and battery 2, false pretense 1, adultery 1, breaking and entering 1, fornication 1.

Outside of Freehold perhaps no other Justice of the Peace handles as much crime as Justice P. F. Dodd, Neptune Township. His records from October 1909 to November, 1916, show the following: Warrants issued, 476; warrants not returned, 62. Criminals unapprehended committed the following crimes: Atrocious assault and battery 1, assault and battery 20, fraud 3, breaking and entering 2, petty larceny 8, adultery 5, embezzlement 2, breach of promise 1, disorderly house 1, prize fighting 7, grand larceny 5, abduction 1, illegal sale of liquor 3, rape 1, receiving stolen goods 2.

Justice of the Peace John W. Hulse, Freehold, has the following records for the years 1902 to 1912:

Warrants issued.	Warrants not returned.	Per cent. fugitives.
1011	116	11%

Warrants not returned are as follows: Assault and battery 29, petty larceny 22, atrocious assault and battery 1, fornication 8, grand larceny 17, adultery 1, threats 3, receiving stolen goods 1, malicious mischief 11, nuisance 1, prize fighting 1, desertion 6, fraud 2, carrying concealed weapons 1, attempted suicide 1, forgery 3, false pretenses 1, burglary 1, disorderly conduct 3, breaking and entering 1, perjury 1, rape 1.

For the years 1912 to 1916, Justice Hulse's records show the following:

Warrants issued.	Warrants not returned	Per cent. fugitives.
530	67	12%

The warrants not returned were for the following crimes: Assault and battery 16, abduction 1, rape 1, petty larceny 14, perjury 1, desertion 3, conspiracy 1, bigamy 1, malicious mischief 1, lunatics 3, robbery 1, illegal sale of liquor 1, slander 1, fraud 1, resisting officer 1, carrying concealed weapons 2, misdemeanor 1, forgery 1, larceny from persons 1, disorderly conduct 3, indecent exposure 1, incorrigible 1, gambling 1, embezzlement 1, obtaining goods under false pretences 1, grand larceny 4, incest 2, threats 1.

On account of the prevalence of sexual crimes in Freehold the following summary has been made:

From September 3, 1912, until November, 1916, the books of Justice Hulse show that the following crimes were committed. This includes the criminals at large as well as those punished: Fornication 24, abduction 3, rape 7, bigamy 2, incest 3, disorderly house 5, adultery 6.

Justice of the Peace George N. Irons, Adelphia, has the following records:

Warrants issued, 40; warrants not returned, 1.

The crime for which the one warrant was not returned was a case of threats.

About 25 of these crimes were violations under the motor vehicle law. Justice Irons says that the police protection against speeding is very inadequate in this section. Adelphia is situated in a very rural district, about two miles from Freehold and four miles from Farmingdale. Through this section of the country, farming is practically the only occupation.

Justice of the Peace John M. Allen, Manasquan, estimated that he issued not over 5 warrants in the last 2 or 3 years, and all were returned.

Although the late Justice Harry C. Badeau of Red Bank had his office in the city of Red Bank, still he handled a good deal of rural crime within a radius of two or three miles. Only the last docket was available. From September 4, 1916, until November 20, 1916, 13 warrants were issued for rural crimes and one for defrauding a boarding house keeper was not returned.

Justice of the Peace Edward Wise of Red Bank estimated that he issued 100 warrants in a year, and that about 3 warrants a year were not returned.

Justice of the Peace G. C. Williams, Atlantic Highlands, estimated that he issued about 100 warrants a year and that 2 or 3 a year were not returned. Almost all the warrants were for assault and battery.

Justice of the Peace W. Conroy, Keansburg, has records for the period of August, 1913, to October, 1916.

Warrants issued	Warrants not returned
29	9

The warrants not returned were for the following crimes: Disorderly conduct 1, grand larceny 2, desertion 2, assault and battery 2, and adultery 2.

Justice of the Peace Peter Schroeder, Keansburg, has records for the period May, 1914, to November, 1916.

Warrants issued	Warrants not returned
167	4

The warrants not returned were for the following crimes: Assault and battery 2, fornication 1, and embezzlement 1.

Justice of the Peace Arthur S. Van Buskirk, Keyport, has records for the period January, 1914, to November, 1916.

Warrants issued	Warrants not returned
106	9

The warrants not returned were for the following crimes: Adultery 2, grand larceny 2, forgery 1, desertion 1, fraud 1, breach of peace 1, and assault and battery 1.

Justice of the Peace Isaac N. Johns, Keyport, has records for the period May, 1912, to November, 1916.

Warrants issued	Warrants not returned
139	20

The warrants not returned were for the following crimes: Abduction 1, disorderly conduct 6, assault and battery 4, grand larceny 1, petty larceny 2, gambling 3, fornication 1, fraud 1, and robbery 1.

2. The Amount of Unapprehended Crime.

There were 192 fugitives in 4 years and 128 warrants not returned by ⅔ of the rural Justices of the Peace. Of course this is only a small part of unapprehended crime, as much crime like the illegal selling of liquor in Asbury Park is never reported. A large amount of crime in rural sections is never recorded on account of the custom of Justices of the Peace in seldom recording a complaint unless they know where the criminal is. The crimes committed by the fugitives are listed below:

FUGITIVES—MONMOUTH COUNTY.

	1913	1914	1915	1916	Total
Assault	..	..	2	..	2
Assault and battery	21	8	1	6	36
Assault and battery with intent	..	..	1		1
Assault on woman (child)	..	1	..	1	2

Atrocious assault and battery	3	1	2	..	6
Breaking and entering	1	9	3	1	14
Carrying concealed weapons	..	..	3	..	3
Conspiracy	1	..	..	..	1
Desertion	9	4	4	7	24
Defrauding boarding house	..	..	1	..	1
Disorderly house	..	..	..	1	1
Embezzlement	..	3	2	2	7
False pretenses	8	1	1	..	10
Forgery	6	2	1	1	10
Fornication	..	1	3	..	4
Fraud	..	1	1	..	2
Grand larceny	12	1	9	1	23
Illegal sale	12	4	4	2	22
Larceny from person	..	..	1	..	1
Misdemeanor	3	1	1	1	6
Murder	1	1	2	1	5
Open lewdness	..	..	1	..	1
Petty larceny	2	..	..	..	2
Perjury	1	1	..	..	2
Rape	..	2	1	..	3
Robbery	..	1	..	1	2
Seduction	..	1	..	..	1
Totals	80	43	44	25	192

3. The Amount of Rural Crime.

All the records of justices of the peace set forth in this study are of rural crime. A large per cent. of indictments come from rural districts. An accurate idea of the distribution of crime between city and rural districts can be obtained from an analysis of the complaints:

Number of Complaints Received at Prosecutor's Office.

	City.	Rural.	Per cent. Rural.	Total.
1916	247	673	73%	920
1915	320	1012	75 9/10%	1332
1914	266	1086	80%	1352
Total 3 yrs.	833	2771	76%	3604 (*a*)

The above table shows that the rural sections have 76% of the crime of the county. These sections have few police, and are often very inaccessible for the county detectives.

4. The Foreign Problem of the County.

There is a Polish element in the vicinity of Matawan, but it does not cause much trouble. The Italians around Long Branch cause some trouble, but the police are capable of taking care of them. The foreign problem is of little importance in this county.

5. Riots in the County.

Only three strikes, two in Red Bank and one in Freehold, are recorded for the last three years, and no rioting. (*b*) There are no large factories in the county. It is solely a farming county except for the summer resorts.

6. The Forest Fire Problem in the County.

The forest fires do a good deal of damage each year to the forests in the southeastern part of the county. (*c*) The timber through the southeastern part of the county is of a low order, probably because the frequent fires prevent it from developing. (*d*)

Wall, Howell, Freehold, Shrewsbury and Atlantic Townships suffer the most from forest fires. In 1915, 57 fires burned 3,838 acres of forest, causing a loss of $8,940, besides an expense for extinguishing of $857.36. Eleven (11) offenders were arrested. (*e*) In 1914, 38 fires caused a loss of $4,953. (*f*)

The fire patrol is inadequate either to take care of the fires or to apprehend the offenders against the fire laws.

7. The Enforcement of the Fish and Game Laws.

There are some infractions of the laws, but very little complaint is heard, except that the hunters cause a great many fires.

(*a*) 15 complaints unaccounted for.
(*b*) Report of the Department of Conservation and Development, 1912, 1913, 1914 and 1915.
(*c*) Interview between Henry C. Adams and Chas. O. Hudnut, real estate broker at Belmar.
(*d*) Interview between Henry C. Adams and F. H. Shurmer, Principal Belmar High School, Belmar.
(*e*) Report of Department of Conservation and Development for 1915.
(*f*) Ibid, 1914.

8. The Enforcement of the Road Laws.

The road laws are not as well enforced as they should be especially on the main roads which run some distance through the rural districts. (*a*)

5. Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means of estimating the police needs in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following items are given, therefore, as having a bearing on the Monmouth County police problem:

Asbury Park Press. *June 4, 1913.*

" * * * New Jersey is built up with strong local governments. Its cities are well policed and its towns and townships have ample police protection. What can be gained by adding a State police force except more expense without a measure of compensation to the citizens."

Allentown, Jan. 20, 1915.

Farmers Score Fire Wardens.

A Southern New Jersey paper says in regard to fire wardens in Monmouth County: "Enactment of a law to prevent aliens in New Jersey from taking out gunning licenses and making it a misdemeanor for any foreigner to have a gun or revolver in his home or possession is recommended by the executive committee of the New Jersey Grange and prominent agriculturists of Burlington and Monmouth counties."

"Better methods of protecting the forest lands of the State from fire loss also is demanded. The committee condemns the inefficiency of fire wardens in their home districts."

"In addition to petitioning the Legislature the grangers say they will seek the assistance of the Fish and Game Commission and the Forestry Commission in effecting the reforms they deem essential. William H. Reid of Tennent, Monmouth County, said that the farmers are convinced that something is wrong with the present system of fire prevention and fire fighting in the woodlands and that they are determined to get at the trouble even if it is necessary to ask the Governor to conduct an inquiry into the operations of the forest fire service."

Long Branch Record. *Nov. 20, 1916.*

Record Employees Experience Hold-Up.

"Traveling homeward late Saturday night, via Rockwell avenue, thence westward along the Southern Division Railroad tracks, thence to 'nor'-east' by a path leading across a field to Sixth avenue, Leroy Van Brunt, more familiarly known as 'Pete,' and Charles Dermigny, both employes of the *Record,* were met by two highwaymen. The hold-up occurred along the tracks near Fifth avenue, and both men were relieved of a trifling amount of small change."

6—Opinions of Governmental Officials and Others (*b*)

Prosecutor of the Pleas Charles F. Sexton does not see the advantage of a State police for Monmouth County, as they have no strikes or crime sufficient to warrant the extra expense, unless a finger print bureau is established. He does favor a State police, however, on the grounds alone than it would give a central detective bureau.

Sheriff Cornelius B. Barkalow does not favor State police, as he considers that it would be only useful in case of a strike, which they very seldom, if ever, have.

County Detective John M. Smith does not favor State police as there is not enough crime in the county, and the

(*a*) Interview between Henry C. Adams and Justice of the Peace, John N. Irons, Adelphia. Also interview with numerous farmers through the county.
(*b*) Personal interview of Henry C. Adams with officials and others.

crime which does exist can be easily handled by the Sheriff's office.

County Detective Clarence J. McCormick would not give any definite opinion as to the advisability of State police, although his general attitude seemed to be that the county was sufficiently policed at present.

The Commissioner of Police, D. V. Arrowsmith, at Long Branch, favors State police. He considers that the State police should keep accurate statistics in regard to finger prints of criminals, and act as a detective bureau.

Justice of the Peace John W. Hulse favors State police, as he thinks that it would be of great benefit in enforcing law.

Justice of the Peace P. F. Dodd, Township of Neptune, said that there was not enough work in this section to warrant any extra expense for State police. He also said that there was no justices' or constables' association in Monmouth County at present.

Justices John M. Allen and John A. Longstreet, both of Manasquan, said that they considered there was no need of extra expense entailed by State police, as the county was sufficiently policed.

J. Frank Patterson of Red Bank for many years chief of police in Red Bank, and now a constable, said that he considered the Pennsylvania State police a fine body, and that he would personally favor a State police for the protection of rural districts.

Edward Wise, *Justice of the Peace* at Red Bank, said that he was personally in favor of State police.

Justice of the Peace G. C. Williams of Atlantic Highlands, favors State police on account of their aid in strikes, and for rural protection. He said that pick-pocket gangs occasionally came to Atlantic Highlands from New York City.

Deputy Sheriff J. Arthur Butcher said that he considered State police only of use in the case of a strike or a murder.

J. H. Shurmer, *Principal of the Belmar High School,* said that State police, in his opinion, were not needed in the county.

The editor of the Belmar Coast *Advertiser* thought that there was no need of State police in Monmouth County.

William Rodgers, *Sergeant of Police* in Asbury Park, thought that there was no need of State police.

C. E. F. Hetrick, *Mayor of Asbury Park,* was strongly against State police on account of the cost to the county.

C. Shafto, *Justice of the Peace,* Farmingdale, favors State police.

The Mayor of Long Branch did not see the need of State police, except for strikes.

Mr. F. W. Carter, *Manager* of the Cliffwood Brick Company, N. J., said: (*a*)

"We have had frequent trouble from small incendiary fires and other disturbances for which we lacked proper police protection and we cannot receive same except through rural patrol."

Wm. B. Duryee, *Farm Demonstrator,* Freehold, favors State police on account of their record in Pennsylvania, and thinks it would be a help in preventing forest fires. Mr. Duryee said that the Monmouth Co. Pursuing Society had outlived its use. It used to be helpful, but conditions now are so different that if a horse or other animal is stolen they do not care to leave their work to pursue the thief.

Joseph Brakeley, *President* of Joseph Brakeley, Inc., a large canning factory in Freehold, does not favor State police, as he says that the one or two men given to Monmouth County could make no difference in lessening crime. Also the police are successful now and State police would only be an added expense when educational and other departments of State are short of money.

Justice of the Peace Isaac N. Johns, Keyport, favors State police to help rural police.

Justice of the Peace, W. V. Conroy, Keyport, said that there was a large amount of illegal selling of liquor and no redress, houses of ill-fame were common, while gambling slot machines were usual in the stores of Keyport.

7. Summary

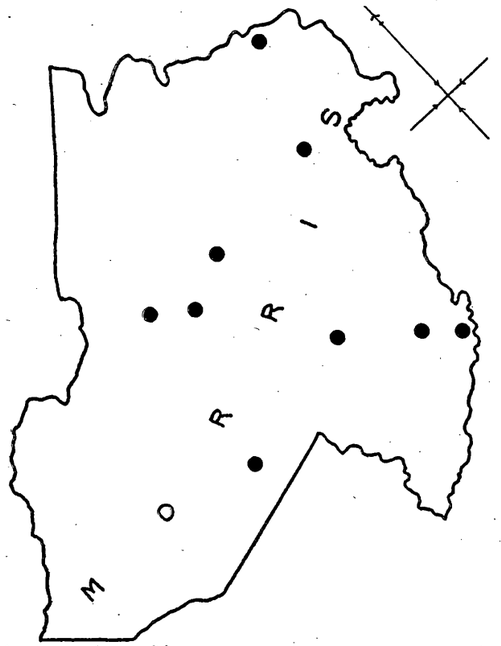
Monmouth County's problems are rural. The two cities, Asbury Park and Long Branch, and the sea resorts along the shore, generally are well policed, but even with the police and private watchmen there is considerable crime, especially breaking and entering empty houses in the winter. Many gambling devices are found in and about the vicinity of Keyport, of which with the present system of graft, the people cannot get rid. This same condition is found in an aggravated way at Asbury Park. A justice of the peace in the suburbs of the city said that Asbury Park had worse dives than New York City, and much illegal selling. (*b*)

There have been no riots in recent years.

The forests need more protection in the southeastern part of the county. It is doubtful whether Monmouth County needs State police except along the shore, and in the forest districts of Howell, Wall, Atlantic, Freehold, and Shrewsbury townships, where they would be useful in detecting criminals as well as fires. These townships have a large percentage of strictly rural crime.

(*a*) Letter dated Nov. 28, 1916.
(*b*) P. F. Dodd, Neptune Township.

MORRIS COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in nine municipalities. The remaining unpatrolled area contain 48% (or 39,146) of the total population and 49% ($18,123,000) of all devastable property in county.

68, or 11% of all criminals indicted during 1911-1915, have become fugitives.

1637, or 61% of all complaints of crime during 1911-1915, have not resulted in punishment to any criminal.

Deputies for Mt. Hope riot cost county about $20,000.

Forest fire loss in 1915 was $11,473.

Prosecutor is inclined to favor State Police.

1—The Geographical and Sociological Nature of the County

If New Jersey were divided into three equal sections from north to south, Morris County would occupy the center of the northern section. It is comparatively large in area (475 square miles), and contains 27 boroughs, towns, and townships, and had a population of 74,704 in 1910, of whom 15,856, or 21%, were foreign. The population by the State Census in 1915 was 81,514. Morristown, the county seat, had a population of 13,006 in 1915, and Dover 8971.

Morris County extends from the thickly populated counties of Essex and Passaic on the east, to the sparsely settled mountain counties of Warren and Sussex on the west. The main lines of the Delaware, Lackawanna, and Western from Hoboken to Phillipsburg and of the Central Railroad of New Jersey from Jersey City to Phillipsburg pass through it. The Morris Canal also extends through the county. In the northwest part are valuable deposits of iron and zinc, cement and building stone. There are many mines in this region of low mountains.

The southern and southeastern portions are composed mostly of farming communities. Some regions of the county are rather difficult of access from Morristown. In portions of the county there are fine residential sections and many large country places, notably Morristown, Madison, and Chatham. At Kenvil and Landing there are located some of the largest powder mills in the State.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

In Morristown there are eighteen uniformed police, including two mounted policemen, paid by private subscriptions. Madison has five uniformed police. Dover has four. At Dover additional special policemen have been used in times of riot. These are the only important municipalities which have a uniformed police force of more than one or two men.

2. COUNTY.

Besides the Sheriff and his deputy, there is one detective in the Prosecutor's office. The Sheriff has often used special deputies in times of riot. There are constables in practically every township.

3. PRIVATE.

Some of the manufacturing and mining companies have used private guards during the times of strike riot. Some of them employ at all times private guards in the nature of watchmen.

The powder mills at Kenvil and Landing employ a force of private guards to police their camps and the nearby territories. No guards were used in the plant at Landing until 1916. The number has varied from 33 to 17. Most of these guards are sworn in as special township officers and receive no compensation except the wages from the Powder Company. (*a*)

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIMES.

a. Crimes for which there is no record.

The investigations of recorded crime extend only to cases handled through the Prosecutor's office and not to cases finally settled before a Justice of the Peace, or tried in a Recorder's court. In the Prosecutor's office, the complaints far exceed the arrests, partly because it is impossible to

(*a*) E. J. Riederer, Superintendent Forcite Works, Landing, N. J. The tabulations and other data contained in this county study were secured from field investigations within the county by Investigators William P. Ahmuty and Gale Pheasant and from correspondence with officials and the public generally.

handle them all. The county detective is often called every fifteen minutes during the night to handle cases requiring immediate attention. Horse thieves are seldom caught and in many cases of breaking and entering no one is ever apprehended. (*a*)

As will be seen by referring to the subsequent discussion of the amount of rural crime and the foreign problem of the county, there is now a very large amount of crime taking place, which goes entirely unpunished, and is entirely unrecorded. Since no formal complaint is made and there are no police patrols, the amount of this is hard to estimate, but some idea may be obtained from a reference to the opinions of the Prosecutor of Pleas, Sheriff and other Police officers.

b. Comparison between combined number of Grand Jury Indictments and Special Sessions Cases and number of Complaints.

	Complaints.	1911-1915. Indictments and Special Sessions. (*b*)	Complaints which did not result in indictment or Special Sessions cases. Number.	Percentage.
1911	494	154	340	69%
1912	428	154	274	64%
1913	455	224	231	51%
1914	511	205	306	60%
1915	736	323	413	56%
Total	2624	1060	1564	59.6% of total

The annexed table shows that 2624 complaints were made before the Prosecutor for the years 1911-1915, and that only 1060 of that number resulted in an indictment or Special Sessions prosecution. Fifteen hundred and sixty four complaints or 59.6% of the total failed to bring about either an indictment or Special Sessions prosecution. This is a very high proportion of complaints without result. The usual reason for not carrying a complaint to indictment or Special Sessions is lack of evidence. Some unfounded complaints may be and are made, but the proportion of such is ordinarily small. The high proportion of complaints without result would seem to show beyond doubt that Morris County is lacking under the present system in facilities for securing evidence.

c. The number of criminals indicted by the Grand Jury but never apprehended.

During the last five years 68 of 598 of the criminals against whom Grand Jury indictments have been entered have escaped apprehension and are now fugitives. This means that 11.3% of the indicted criminals, to mention nothing of those who are never actually indicted, escape apprehension. The following table shows the total number of known fugitives for each of the last five years:

FUGITIVES IN MORRIS COUNTY.

	Grand Jury Indictments.	Fugitives.	Ratio of Fugitives to Indictments.
1911	98	10	10 %
1912	115	15	13 %
1913	124	28	22.5%
1914	100	8	8 %
1915	161	7	4.3%
Total	598	68	11.3%

The number of fugitives for Morris County classified by crime is shown in the following table:

	1911	1912	1913	1914	1915	Total
Assault and battery	..	1	5	1	..	7
Assault, int. carn. abuse.	..	2	..	..	..	2
Assault intent to kill	1	1	2	..	..	4
Breaking and entering.	..	1	2	1	4	8
C. C. W.	..	1	..	..	..	1
Desertion	1	1	2	..	..	4

(*a*) Conference of William P. Ahmuty with Edward L. Brennan, County detective.

(*b*) Total Number of Grand Jury Indictments and Special Sessions Cases, 1911-1915.

	1911	1912	1913	1914	1915	Total
Grand Jury indictments.	98	115	124	100	161	598
Special Sessions criminal cases	56	39	100	105	162	462
Total	154	154	224	205	323	1060

Accessory to murder	..	..	1	..	..	1
Embezzlement	1	..	2	1	..	4
False pretenses	1	1	2	2	..	6
Forgery	1	1	1	..	..	3
Fornication	..	..	2	..	..	2
Gambling	..	..	..	1	..	1
Illegal selling and disorderly house	..	..	1	1	2	4
Larceny, grand	1	1	..	..	..	2
Lewdness	1	1	..	..	..	2
L. & R.	1	3	5	..	1	10
Manslaughter	..	1	..	..	..	1
Malicious mischief	..	..	..	1	..	1
Murder	2	..	1	..	..	3
Rape	..	..	1	..	..	1
Riot	..	..	1	..	..	1
Total	10	15	28	8	7	68

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

The constables are of very little value as a detecting and preventing force. Many of them receive no salary and are paid only when they perform services for the Court, such as serving papers or making arrests on warrants. (*a*)

Nearly all of the most serious crimes are committed in the rural sections by outsiders. It has been necessary to hire outside aid to ascertain who commit the crimes of more serious nature. Outside help has also been employed to handle the liquor situation. (*b*)

The local police is of very little assistance in crimes of a serious nature, since they have not the facilities to secure the much needed evidence in some of the more serious cases.

3. COST OF THE PRESENT PROTECTION.

The county paid $20.000 (*c*) in 1913 for Deputies, Sheriff's expenses, and miscellaneous, to police the strike at Mt. Hope. It also paid claims amounting to $3,240 (*d*) for property destroyed in this strike. The strike at the Whippany Paper Co., in 1916, cost the county $500. The cost to the companies involved, for private protection and housing of men, was about $55,000. (*e*)

4—The Police Problems Confronting the County

Before making any statement of the various problems which might confront Morris County, it is well to show first the volume and nature of recorded crimes in the county.

1. VOLUME AND NATURE OF RECORDED CRIMES IN THE COUNTY.

There is no better method by which to show the volume and nature of recorded crimes in the county than through a tabulation of complaints which came before the Prosecutor of the Pleas, Grand Jury Indictments, and Special Sessions Cases.

a. Complaints.

MORRIS COUNTY COMPLAINTS.
May, 1911, to May, 1916.

	1911	1912	1913	1914	1915	Total
Abduction	..	1	1	..	2	4
Absconding	..	..	..	2	..	2
Accessory to murder	4	..	..	..	..	4
Adultery	5	5	6	4	7	27
Assault	13	16	26	20	18	93
Assault and battery	130	135	112	150	186	713
Assault, intent to kill	3	2	4	3	6	18
Assault, intent to rob	..	..	..	2	..	2
Assault wife	..	..	2	..	..	2
Arson	3	1	2	2	3	11
Arson attempt	..	..	1	2	1	4
Atro. assault and battery	6	3	8	7	15	39
Attempt to bribe	..	1	..	..	..	1
Attempt suicide	1	1	2	1	3	8
Assault officer	1	..	3	..	..	4
Auto stealing	1	1	3	8	6	19
Bigamy	2	2	1	2	4	11
Breaking and entering	40	39	22	60	74	235
Interfering with officer	..	1	2	4	2	9

(*a*) Conference of William P. Ahmuty with Chief of Police John Morrison.
(*b*) Conference of William P. Ahmuty with Deputy Sheriff William Orr.
(*c*) Information furnished by W. H. Hosking, County Clerk.
(*d*) Ibid.
(*e*) Information given by company officials.

Aiding criminals to escape	2	..	..	..	..	2
Breaking jail	..	..	2	2	2	6
Burglary	2	3	7	5	10	27
Board bill jumped	..	1	3	2	5	11
Carrying concealed weapons	20	13	15	11	18	77
Compounding felony	1	..	..	..	..	1
Carnal knowledge and abuse	3	1	2	4	6	16
Carrying burglar tools	..	..	1	..	..	1
Cruelty	1	1	..	..	..	2
Disorderly house	5	5	3	10	19	42
Disorderly conduct	4	5	2	4	6	21
Desertion	8	5	11	5	8	37
Driving auto without license	..	..	1	..	..	1
Embezzlement	16	7	9	7	13	52
Extortion	1	..	..	..	..	1
Fornication	4	2	3	6	8	23
Fraud	1	..	4	6	3	14
False pretenses	12	11	8	5	9	45
Gambling	2	..	2	2	4	10
Chicken stealing	2	3	2	11	14	32
Forgery	5	3	4	7	8	27
Incest	1	2	..	..	1	4
Incorrigible	3	..	3	4	6	16
Illegal selling	22	13	10	15	19	79
Lewdness	6	4	3	4	10	27
Larceny	72	65	83	19	112	423
Libel	3	..	..	..	..	3
Malicious injury	..	..	2	..	..	2
Malicious michief	12	13	5	14	19	63
Murder	2	1	2	1	2	8
Malicious tampering	..	..	2	..	1	3
Manslaughter	..	..	1	..	3	4
Larceny—Petty	1	3	..	..	..	4
Larceny—Grand	7	4	7	9	6	33
Malicious injury	..	..	1	2	1	4
Maintaining nuisance	..	1	1	1	..	3
Mutilating U. S. flag	..	..	..	1	..	1
Perjury	..	..	1	3	2	6
Peace warrant	2	1	2	4	2	11
Practising medicine without license	..	1	..	..	..	1
Rape	2	4	5	7	9	27
Rape attempt	1	..	2	1	1	5
Riot	8	..	2	2	6	18
Receiving stolen goods	6	5	2	2	1	16
Selling pool slips	..	3	..	..	..	3
Robbery	7	4	2	6	7	26
Robbery—Highway	4	2	..	1	1	8
Stealing horse and wagon	..	..	2	..	..	2
Stealing horse	1	..	..	1	2	4
Sodomy	1	..	..	..	..	1
Slander	..	1	1	..	..	2
Seduction	..	..	1	6	3	10
Search warrant	3	11	4	8	7	33
Threat	15	13	22	18	32	100
Trespassing	3	1	2	5	4	15
Raising check	..	..	1	..	..	1
Shooting weapons	..	1	2	3	2	8
Stealing	..	..	..	2	1	3
Religious interference	..	..	..	6	..	6
For extradition	..	..	1	1	..	2
No cause assigned	14	7	9	11	16	57
Total	494	428	455	511	736	2624

b. Morris County Grand Jury Indictments.

MORRIS COUNTY GRAND JURY INDICTMENTS.

May, 1911, to May, 1916.

	Distribution by years					Distribution by locality				
	1911.	1912.	1913.	1914.	1915.	Towns.	Boroughs.	Townships.	Locality not given.	Total.
Accessory to Murder	..	..	3	..	..	..	3	..	..	3
Assault	..	2	4	3	..	1	1	7	..	9
Assault and battery	15	25	24	21	32	24	22	68	3	117
Atrocious Assault and Battery	2	6	5	2	15	7	6	17	..	30
Adultery	1	1	..	..	1	1	1	1	..	3
Arson	..	1	1	1	2	3	1	1	..	5
Auto Stealing	1	1	..	..	5	1	4	2	..	7
Attempt to Wreck Train	..	..	1	..	..	1	..	..	..	1
Attempt Rape	..	..	..	..	1	..	..	1	..	1
Assault, Intent Carnal Abuse	..	4	..	..	..	2	..	2	..	4
Assault and Battery, Intert Robbery	..	..	1	..	..	..	..	1	..	1
Assault Police Officer	..	..	..	1	1	..	1	1	..	2
Assault, Intent to Kill	2	6	6	..	1	2	4	7	2	15
Breaking Prison	..	1	..	..	..	..	..	1	..	1
Breaking and Entering	9	9	9	6	17	15	13	22	..	50
Bigamy	..	..	1	..	..	1	..	..	..	1
Barn Burning	..	..	..	1	..	1	..	..	..	1
Carrying Concealed Weapons	5	3	3	2	13	6	11	8	1	26
Carnal Abuse Infant	..	..	..	3	6	3	2	4	..	9
Chicken Stealing	12	1	9	..	..	..	3	19	..	22
Conspiracy	..	..	1	..	..	1	..	..	..	1
Dynamiting	..	..	1	..	..	..	..	1	..	1
Disorderly House	..	1	1	..	2	2	..	2	..	4
Desertion	4	2	6	2	3	12	4	1	..	17
Driving Auto, Intoxicated	..	1	..	..	..	1	..	..	..	1
Embezzlement	6	2	3	4	2	11	3	3	..	17
False Pretenses	2	5	3	8	9	16	5	3	3	27
Forgery	3	2	2	1	2	6	1	2	1	10
Fornication	..	..	4	2	3	6	1	2	..	9
Gambling	..	3	..	3	1	2	3	2	..	7
Highwav Robbery	1	..	1	3	2	3	2	2	..	7
Horse Stealing	3	1	1	..	..	1	1	3	..	5
Illegal Selling Cocaine	..	..	1	..	..	1	..	..	..	1
Illegal Selling and Disorderly house	1	11	4	3	15	2	9	22	1	34
Incest	..	4	..	..	..	4	..	..	..	4
Incite to Riot	..	..	4	..	..	..	..	4	..	4
Libel	..	..	..	1	..	1	..	..	..	1
Larceny, Grand	2	1	2	..	..	1	1	2	1	5
Lewdness	2	2	1	..	4	4	3	2	..	9
Larceny and Receiving	11	8	12	20	11	16	19	27	..	62
Malicious Mischief	1	1	2	3	..	1	1	2	..	7
Manslaughter	1	1	..	..	..	1	1	..	..	2
Murder	4	..	1	..	3	2	2	4	..	8
Nuisance	..	2	..	1	..	..	..	3	..	3
Perjury	..	..	..	2	..	1	..	1	..	2
Practising Medicine Without License	..	1	..	..	..	1	..	..	..	1
Rape	..	2	3	2	..	1	..	3	..	7
Robbery	..	..	..	..	1	1	..	..	..	1
Receiving Stolen Goods	3	1	..	..	..	1	2	1	..	4
Riot	7	..	4	..	8	..	..	16	3	19
Robbery, R. R. Station	..	3	..	..	..	1	..	2	..	3
Robbing U. S. Mail	..	..	..	..	1	..	..	1	..	1
Seduction	..	1	..	1	..	1	1	..	..	2
Stealing Hay	..	..	..	1	..	..	..	1	..	1
Selling R. R. Tickets Illegally	..	..	..	3	..	3	..	..	..	3
Totals	98	115	124	100	161	178	131	274	15	598

c. Morris County Special Sessions Cases.

MORRIS COUNTY SPECIAL SESSIONS CASES.

May, 1911, to May, 1916.

	Distribution by years					Distribution by locality				
	1911.	1912.	1913.	1914.	1915.	Towns.	Boroughs.	Townships.	Locality not given.	Total.
Assault	1	..	1	5	..	2	1	4	..	7
Assault and Battery	6	5	8	5	34	21	8	29	..	58
Atrocious Assault and Battery	2	..	1	2	2	4	..	3	..	7
Adultery	2	..	2	2	2	4	3	1	..	8
Attempt Suicide	..	2	..	..	..	..	2	..	..	2
Arson	..	..	1	..	..	..	..	1	..	1
Auto Stealing	..	..	..	1	2	1	1	1	..	3
Attempt to Wreck Train	..	..	1	..	..	..	..	1	..	1
Abduction	..	..	1	..	..	1	..	..	..	1
Assault Intent Carnal Abuse	1	..	..	..	1	1	1	..	..	2
Assault Police Officer	..	..	..	3	..	1	1	1	..	3
Attempt Breaking and Entering	1	..	..	..	..	1	..	..	..	1
Assault and Battery Intent to Rob	..	..	1	..	1	..	..	1	1	2
Burglary	..	2	2	..	..	2	..	2	..	4
Breaking Prison	..	..	1	..	2	2	..	1	..	3
Breaking and Entering	13	8	9	20	12	22	3	35	2	62
Bigamy	..	..	..	1	2	3	..	..	..	3
Carrying Concealed Weapons	5	7	6	8	10	22	4	10	..	36
Carnal Abuse Infant	1	..	6	..	2	4	..	2	3	9
Chicken Stealing	1	..	1	4	3	1	2	6	..	9
Disorderly House	..	..	3	..	..	..	..	1	2	3
Desertion	..	..	2	2	..	3	..	1	..	4
Driving Auto Without License	..	..	..	..	1	..	..	1	..	1
Embezzlement	..	2	..	1	3	3	2	..	1	6
False Pretenses	2	..	1	2	6	8	2	..	1	11
Forgery	1	2	2	..	5	3	..	5	2	10
Fornication	..	..	5	2	1	6	1	1	..	8
Fornication Statutory Rape	..	..	..	..	1	1	..	..	..	1
Grand Larceny	..	..	..	1	2	1	2	..	..	3
Gambling	..	..	..	1	..	1	..	..	..	1
Horse Stealing	2	..	4	3	1	3	2	3	2	10
Horse and Wagon Stealing	..	..	3	..	1	..	1	3	..	4
Highway Robbery	..	1	3	1	2	2	1	3	1	7
Incorrigible	..	..	2	..	..	..	..	2	..	2
Illegal Selling and Disorderly House	1	..	..	6	7	3	4	7	..	14
Incest	..	..	..	..	1	1	..	..	..	1
Inciting to Riot	..	..	..	..	1	1	..	..	..	1
Lewdness	2	1	1	1	5	6	2	2	..	10
Larceny and Receiving	7	1	1	..	1	3	2	5	..	10
Larceny	5	4	21	25	30	31	10	33	6	85
Larceny, Petty	..	2	2	..	4	4	2	2	..	8
Malicious Mischief	1	..	2	4	3	6	1	2	1	10
Mutilating U. S. Flag	..	..	..	1	..	1	..	..	..	1
Non-support	..	..	..	..	1	1	..	..	..	1
Obstructing Police Officer	1	..	..	..	1	..	..	1	1	2
Perjury	..	..	..	..	1	..	1	..	..	1
Rape	..	..	1	2	4	2	1	4	..	7
Raising Check	..	..	1	..	..	1	..	..	..	1
Robbery	1	1	2	1	3	2	1	5	..	8
Seduction	..	..	1	..	..	..	..	1	..	1
Stealing	..	..	1	..	..	..	..	1	..	1
Stolen Goods	..	..	..	..	1	..	..	1	..	1
Threats	..	1	1	..	3	1	..	4	..	5
Trespassing	..	..	..	1	..	..	..	1	..	1
Totals	56	39	100	105	162	187	60	192	23	462

2. The Amount of Rural Crime.

From the tables given below it appears that the townships contain 40% of the population of the county; that 45% of the crimes for which indictments were returned by the Grand Jury or which were prosecuted at Special Sessions were committed in the townships. This shows that the amount of crime in rural districts, which is actually indicted and prosecuted, is greater in proportion than in the towns and boroughs. It is probable that much of this might have been prevented by a police patrol. The same tables also show that the proportion of more serious crimes in the townships is even greater than the proportion of the whole number of crimes. Of the following kinds of crimes more than half were from the townships. Out of a total number of 175 Grand Jury indictments and Special Sessions prosecutions for assault and battery, 97 were from the townships; 20 out of 37 cases of atrocious assault and battery; 57 out of 112 cases for breaking and entering; 29 out of 48 illegal selling and disorderly house; 16 out of 19 riot; 4 out of 8 murders; 32 out of 72 larceny and receiving; 38 out of 85 petty larceny, and 25 out of 31 chicken stealing. Such crimes as carrying concealed weapons, desertion, embezzlement, and false pretense, were more common in the towns.

These conditions would seem to point to a need for patrol in the county.

	Distribution of population as to locality (State census, 1915).		Distribution of Grand Jury indictments and Special Sessions, as to locality. (a)	
	Number.	Percent.	Number.	Percent.
Boroughs	19,500	24	191	20
Towns	27,100	33	365	35
Townships	34,900	43	466	45
Total	81,500	100	1022	100

There is a lawless band of thugs from the lower East Side of New York now residing in Roxbury Township. The powder mill at Kenvil is located in this township. Crime of every kind and description occurs there daily. Conditions are serious, calling for constant police attention. Crime has increased in all the outlying sections of Morris County within the last two years. The largest number of indictments in the history of the county (66) was handed down by the October (1916) Grand Jury. Many of these indictments are for serious offenses. There is also a serious illegal liquor selling and disorderly house problem in this county. (b)

(a) Distribution of Grand Jury Indictments and Special Sessions as to Locality.

	Towns	Boroughs	Townships	Locality not Given	Total
Grand Jury Indictments	178	131	274	15	598
Special Sessions	187	60	192	23	462
	365	191	466	38	1060

(b) Conference of William P. Ahmuty with Prosecutor of Pleas Charlton A. Reed.

There is much crime in the outlying sections which is the work of outsiders. Many homes during the past summer in the better residential districts have been completely looted. It appeared to be the work of expert criminals who used automobiles as a means of escape. (*a*)

Near Boonton there is considerable stealing of produce. Near Rockaway there are several reported cases of the burning of barns and stealing of horses. There has been considerable thievery near Mountain Lakes. Numerous robberies were committed near Mountain Lakes in the summer of 1916. This past summer a robbery was committed in the house of J. G. Dilger, while the family were asleep. The thieves made their escape in an automobile.

Mr. Peter E. Stryker, Superintendent of the Wharton Steel Company, of Philadelphia, Pa., says, "In the northern section of New Jersey we have five or six powder plants in which are employed several thousand men who come to us from different parts of the country. Of these men there are large numbers who come into our districts at different intervals, causing a temporary increase of population. They are, of course, strangers to us and some are of questionable character, and it is practically impossible for our usual guardians to see that we are properly protected.

"At this season of the year there are large numbers of hunters in the forests, some of whom are not respecters of law and order. They destroy property, cause forest fires, etc., involving great damage and expense to different property holders.

"Several times during each year, labor organizations, volunteer firemen and different societies have celebrations in small towns and rural districts. These occasions bring large numbers of people together and such gatherings are always followed by unlawful persons who cannot all be watched by our local police, and in order to give us more protection, we substitute inexperienced deputies. If we had experienced State police, the instances above mentioned would be ably handled and at a minimum cost to us all.

"We do not allow tramps to ride on our trains, but we estimate that more than 1000 of these men walk over our road yearly." (*b*)

3. The Foreign Problem of the County.

Many of the foreigners employed in the mines and powder works in the northwest section of the county are criminals of a low type, causing much of the existing trouble in the rural sections. A very large proportion of the labor in this section of the county, probably 70% or more, is foreign; and in these sections there is practically no police patrol, except the guards maintained by the powder plants.

Several highway robberies have occurred in the evenings in localities near Landing during the last year. Since the number of employes of the powder plants at Landing and Kenvil has been increased to such a great extent, it would have been very dangerous to travel in this vicinity, especially at night, had it not been for the employment of a large force of guards by the two powder companies who kept the approaches to the plants in order as well as the plants. (*c*)

Mr. I. W. Wortman, Secretary of the North Jersey Amiesite Company of Morristown, N. J., says, "We have had more or less trouble around our various plants with the foreign population. Several riots have been fatal, and it takes so long to get the local sheriffs and county detectives on the job, that in many instances little is accomplished."

4. Riots in the County.

In January, 1913, there was a strike at the Empire Steel and Iron Company at Mt. Hope. This company then employed three or four hundred men. They were not organized; 65% were foreign and the remainder illiterate Americans. Many of the men who work in these mines are descendants from old stock, which has been in this community from pre-revolutionary times. The great-grandfathers of some of the present miners worked in this same mine. There are many grown men among them who are entirely illiterate. Constables were useless to give protection. There were no local police. During this riot there was considerable violence and some destruction of property. Finally the Sheriff brought in some fifteen or twenty deputies to the mine. The mining company requested that the Governor order out the militia. The Superintendent of the mine had forty private deputies. The strike continued sixteen weeks. The cost to the mining company for protection and housing of men was $50,000. (*a*) The cost to the county for deputies, Sheriff's expenses, equipment, and miscellaneous, during this and the strike at Richard Mine, at the same time, was $20,000. (*b*) A locomotive belonging to the Mt. Hope Mineral Railroad Company was wrecked and destroyed. Claim was made against the county on account of this destruction and the county paid out in settlement $3,240. (*c*)

All of the employes of this mine were again out on strike on December 12th, of last year, 1916. The constables were useless, and there were no local police. He could not even rely on any of his men. In 1913, at the same time as the strike at Mt. Hope, there was a strike of about 300 men at the Richard Mines. They employed some private police at a cost of about $4,000.00. The Sheriff had some deputies at this strike. Mr. Alfred Lobb, Superintendent of the Richard Mines, says he would rather have no protection than the kind he had during this strike.

There was a strike in the Whippany Paper Company at Whippany this last summer lasting two weeks. The Sheriff hired 25 Deputies. The cost to the county was about $500. There was considerable violence and damage and many arrests were made. The Sheriff confiscated eight fine Mauser rifles completely loaded. The strikers were armed to the teeth. Most of the strikers were foreigners and many of them were of a low type.

There was a strike at the Richardson Boynton Stove Company, Dover, this past year, which lasted two weeks and was accompanied by considerable damage.

In regard to the Wharton strikes the following is quoted from the Bureau of Statistics of New Jersey from the report of the Bureau of Statistics for 1913:

> "Immediately after the commencement of the strike, the company endeavored to operate the mines with imported help, but met with no great success. Guards were employed to protect the new men, and the Sheriff, for the preservation of order and the prevention of outbreaks throughout the mining district, was obliged to maintain a staff of about 75 special deputies. There were several clashes between the strikers and the company guards and between the latter and the Sheriff's deputies, and in one of these encounters which occurred on February 8th at Wharton, a deputy was shot in the neck. The guard, who was said to have fired the shot, was arrested and held for the Grand Jury under a charge of assault with intent to kill and, in default of bail, was taken to the county jail at Morristown. The Grand Jury, however, failed to return an indictment, and the man was discharged.
>
> "The cost of maintaining guards over the mines during the strike was very large, and the expense which the county incurred in maintaining the special deputies was probably much greater.
>
> "Influenced by the strike among the Richard Mine men at Wharton, the employes of the Empire Steel & Iron Co.'s mines at Mt. Hope and Mt. Pleasant, numbering about 300 men, went on strike against certain working regulations of which they complained.
>
> "All the men quit the mines except the timber gangs, and the "muckers." On the surface, all excepting the drill sharpeners, remained at work. Other men were employed to take the strikers' places, with the customary proportion of armed guards for their protection.
>
> "Many demonstrations were made by the miners in the form of parades and mass meetings, and there was some petty violence almost every day. Gradually these affairs became more serious until the Sheriff found it necessary to keep a guard of 250 deputies constantly under arms. The mining company's officials requested the State authorities to proclaim martial law and to send a part of the State National Guard to the mining district, but the Governor did not regard the situation as beyond the control of the civil authorities. To add to the difficulties of the company the employes of the Mt. Hope Mineral Railroad, which is one of its properties, joined the striking miners, leaving all the accumulations of ore at the shafts where it was taken out; as a consequence of this, the ore was accumulating at the shafts in such quantities as to block their operation.
>
> "On May 16, a clash occurred near Mt. Hope mine between the strikers and their sympathizers and 250 deputy sheriffs in which five of the latter were shot and severely wounded; shortly after this a mob of 1000 men, women and children attacked and wrecked a train laden with ore, on the iron company's railroad."

(*a*) Conference of William P. Ahmuty with Police Captain Fred Johnson, of Madison.
(*b*) Extract from letter of Peter E. Stryker, Superintendent, to Harrison S. Morris, President, dated November 21, 1916.
(*c*) E. J. Riederer, Superintendent of the Forcite Works, Landing, New Jersey.

(*a*) Figures given by H. M. Roche, Supt.
(*b*) Figures given by Wm. H. Hoskings, County Clerk.
(*c*) Ibid.

5. The Forest Fire Problem in the County.

The report of the Fire Warden for 1915 shows the number and cost of forest fires for 1915 to be as follows:

County and Township. Morris County	Number. Forest Fires.	Embryo Fires.	Acres Burned.	Loss to Forests and Other Property.
Boonton	2	..	60	$125
Chester	3	2	697	325
Denville	5	6	87	105
Hanover	6	8	84	210
Jefferson	4	4	190	220
Mendham	5	2	925	2,225
Montville	4	4	440	875
Morris	1	..	60	50
Mt. Arlington	..	1	..	..
Mt. Olive	2	..	2,020	5,055
Passaic	..	..	..	..
Pequannock	11	6	204	330
Randolph	3	6	76	146
Rockaway	17	8	463	1,482
Roxbury	7	4	297	275
Washington	1	..	20	50
Total	71	51	5,623	$11,473

The greater portion of the county (as shown by the map of the Fire Warden contained in the same report for 1915) is more than 25% and less than 50% forested. While the forest fire problem is greater in some other counties, yet it is very considerable here, as shown by the loss and cost to extinguish, and there is need of some means of lessening forest fires.

6. The Enforcement of the Fish and Game Laws.

In all portions of Morris County there is a considerable percentage of wooded lands. There are numerous violations of the game laws, and the greater portion of these are never reported or punished since there is no adequate facilities for so doing.

7. The Enforcement of the Road Laws.

The problem of enforcing the Road Law occasions considerable difficulty in Morris County. Many of the roads are in hilly districts where curves are necessary and there are numerous violations of the speed law, which are not checked under present conditions.

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials, and clippings. A compilation has been made, therefore, of representative editorials and news items bearing on the Morris County police problem.

Newark Evening News. *May 17, 1913.*

"Rioting strikers and sympathizers using firearms and dynamite, terrorized Morris County's Sheriff and led him to declare that Wharton and Mt. Hope were virtually in a state of anarchy. His own deputies were driven out. He called for the militia, was denied this aid and employed 'professional' guards from a detective agency. These encountered bullets and dynamite and after one night of terror threw up their jobs. Wharton, deserted by the sheriff and the hired guards, was as quiet as a New England village last night. The strikers themselves, the citizens of the place, guarded well the peace of the community and the honor of their town."

Sheriff Confesses Inability to Cope with the Situation at Mt. Hope and Asks for Militia.

"The inability of Sheriff Gillen with 250 deputies furnished by a Newark agency to handle the situation and the withdrawal of the deputies after several hours of fight Thursday night with a mob of residents of Wharton and vicinity, in which fully a score of persons were injured, impelled the sheriff to take this action."

Perth Amboy Evening News. *May 17, 1913.*

Need of State Constabulary.

"Rioting in the mountain section of Morris County, where is located the Mt. Hope mines of the Empire Steel and Iron Company, further shows the necessity of a State constabulary in New Jersey. The disorder in Paterson emphasizes this demand for a State police.

"In the Morris County sections, particularly, there is little protection afforded by the local authorities. The iron company already referred to has a railroad several miles in length to carry out the ore from the mines. Along this track the principal scenes of disorder have taken place. Rails have been removed, large boulders have been placed on the track, and finally after a train had been derailed, the engine was dynamited.

"Deputies sent to the scene by the Sheriff of Morris County have been chased by the mob of miners until the Sheriff has taken steps to call out the State militia. It is the experience everywhere that these special deputies, sworn in for special occasions, are practically useless as far as preserving order and protecting property are concerned. They frequently cause more disturbance than if they had not appeared on the scene. They are, as a whole, an undesirable class of men and a community is better off without them. This same thing holds good in Paterson and it was proven at our labor difficulties here last year.

* * * * * *

"This reluctance on the part of any executive is one of the greatest arguments for having a State police that is always on duty.

* * * * * *

"If there was an adequate State constabulary, consisting of two or three companies, ready to gallop on the scene, each man in uniform and fully equipped for trouble, much of the disorder that now exists in

the upper part of the State would cease. In fact, it would never have been started had there been an adequate show of force in the beginning.

"The apparent necessity of armed men in uniform in the northern part of the State, and the hesitancy on the part of the Governor to call out the militia, shows that there is something missing in our State government for the enforcement of the law. This something could be supplied by the appointment of a State constabulary."

Perth Amboy, May 20, 1913.

PRICE OF PEACE AT WHARTON.

"As soon as these deputies arrived the strikers turned their attention to the newcomers giving them battle instead of further destroying property belonging to the iron company. It was declared that peace would be restored as soon as these men were withdrawn, but as long as they remained on duty there would be continual trouble. Taking the strikers at their word, the Sheriff at the urgent request of the residents of that section withdrew the deputies. Since their withdrawal there has been no outbreak and the region is comparatively quiet although the strike continues.

* * * "While the miners are at present peaceful owing to the withdrawal of the deputies, there is nothing to prevent some agitators inflaming them and then they would have a free hand to do about as they pleased. It is certain that deputies would never have been sent there had there not been lawlessness.

"It seems that the principal object of attack is a mile or two of railroad which the iron company controls for the output of its ore. It is along this line that most of the rioting has occurred. It is absolutely impossible to move trains as the miners have covered the track with boulders in many places, removed rails, dynamited engines and otherwise made traffic extremely dangerous.

* * * "The whole incident is another evidence of the need of a State constabulary which would allow the State to do the dictating as to peace terms and force all men who do not care to work to at least obey the laws."

New York Times. *May 15, 1913.*

NO TROOPS SENT TO MINES.

"When the 200 deputies sworn in this afternoon reported at Wharton they were greeted at the station by a mob of 100 men, women and children. They were hooted and jeered but not attacked.

"A number of deputies stationed at the Mount Pleasant crossing near the mine later were set upon by a mob of fifty men and women. The women led the mob. Several of the men strikers were beaten by the deputies. One of the strikers, C. H. Wilson, had a club and was using it freely. He was put under arrest. Justice Pierson held him in $500 bail for the Grand Jury on a charge of assault."

6—Opinions of Governmental Officials

The opinions of the governmental officials in regard to a State police in Morris County have been given and are listed below.

Prosecutor of the Pleas, CHARLTON A. REED.—He advocates that some method of prevention and detection in addition to the present should be installed to protect the county against the lawless band from the lower East Side of New York, who now infest some of the boroughs and towns in the northern part of the State. He said that crime of every kind and description was occurring daily in this section. Crime in the outlying sections has increased considerably within the last two years. The largest number of indictments (66) in the history of the county was handed down by the October Grand Jury. Many of them are serious cases. He favors a State police as a deterrent force. There are also serious illegal liquor selling and disorderly house problems in the county.

Deputy Sheriff, WILLIAM ORR.—He said that nearly all of the most serious crimes were committed in the rural sections by outsiders. The present conditions in many of the outlying sections call for immediate police attention. The foreign element employed in the mines and powder works in the northern section are criminals of the lowest type, and are the cause of much of the existing trouble. It has been necessary, he said, to hire outside aid to ascertain who commit the crimes of a more serious nature. The liquor problem is also giving considerable trouble. Outside help was employed to handle the situation.

County Detective, EDWARD L. BRENNAN.—He advocates the rural police system, as an agency to assist the county detective in handling serious cases. He is strongly in favor of it, for the deterrent effect it would have on the class of residents in many of the outlying sections. The local police are of very little assistance in crimes of a serious nature. They are all right to handle trivial cases, but cannot be depended upon to secure the much needed evidence in many of the serious cases. In 10 years the local police have not brought in a case of extradition. The mounted police are necessary in Morris County to check the extensive illegal sale of liquor and the growth of disorderly houses in the rural sections. This problem is costing the county considerable money as it is necessary to hire outside help to handle it. The county detective is often called every 15 minutes during the night on the telephone to handle cases requiring immediate attention and the complaints far exceed the arrests. It would be impossible for him to handle them all.

Horse thieves are seldom caught, and in many cases of breaking and entering no one is ever apprehended. The present situation in the outlying sections calls for constant police attention. As a deterrent force to lessen crime, the rural mounted police cannot be excelled, he thinks.

Police Captain, FRED JOHNSON, Madison.—He said that much of the crime committed in the outlying sections was the work of outsiders. Many homes during the past summer have been completely looted. It appeared to be the work of expert criminals using an automobile as the means of escape. Goods to the value of about $7,000 have been stolen and never recovered. He is in favor of the rural police as a preventive measure and as an assisting force to the local police who are at present working continuously twenty-four hours a day. The territory is extremely large for six men to handle so that the suburban section has to be at times left unguarded, which is a serious condition. Seventy per cent. of all the serious crimes happen in the suburbs and these crimes are the work of outsiders.

Chief of Police, JOHN MORRISON, Morristown.—He is strongly in favor of rural State police system. It would be a splendid assistance to local forces in apprehending fugitives from justice. The work of such a force would increase the protection to surrounding sections of the county at least 75%. It is needed to curb the acts of the present foreign population of Morris County. The constables are of very little value as a detecting and preventive force. Many of them receive no salary and are paid only when they perform some services for the court, *i. e.,* serve papers, arrest on warrant.

Chief of Police, Dover, N. J., ETHELBERT BYRAM,—Dover is a city of 10,000 population. The regular police force consists of four men. There were several strikes here this past year. He used twelve or sixteen special police. Had there been a State police he would have called it in rather than use specials. There was also a need for State police, or police protection of some kind, about the plants at Kenvil. He is in favor of the State police.

7—Summary

Morris County is comparatively large. Municipal police protection is found only in a few scattered localities, by far the greater proportion of the county being without a police patrol.

There is very much unrecorded crime as testified to by the Prosecutor of Pleas, Deputy Sheriff, and other officials and persons in a position to know.

Very many serious crimes go unpunished, because of lack of facilities for apprehending the criminals.

During the past five years 59.6% of the complaints in the Prosecutor's office did not result in indictment or a Special Sessions prosecution.

This high percentage shows a great lack in means for obtaining evidence when crimes have been committed.

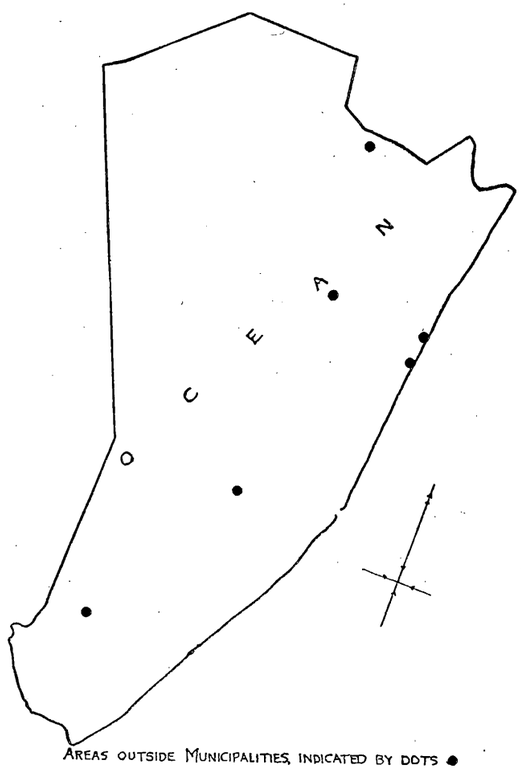
Not only is there a great amount of unrecorded crime in the rural districts, but the percentage of recorded crime is much higher in the rural districts in proportion to the population.

In 1913 there was a very serious strike condition at Mt. Hope accompanied by considerable violence and destruction of property, and the county was put to an expense of $20,000 for policing the strike, and paid out $3,240 for property destroyed by rioters.

These conditions would all seem to point to a need in Morris County for a State police for rural patrol and detective work.

There is also a possibility that the county might again be involved in riots.

OCEAN COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in six municipalities. The remaining unpatrolled area contains 77% (or 17,822) of total population and 50% (or $5,996,956) of all devastable property in county.

21, or 16% of all criminals indicted during 1914-1916, have become fugitives.

It is estimated that about 74% of complaints of crime have not resulted in punishment to any criminal.

Forest fire loss in 1915 was $22,845.

The present prosecutor favors State Police and his predecessor (in office 15 years) says that the need for a State Police arose almost daily while he was in office.

1—The Geographical and Sociological Nature of the County

Ocean County contains 26 boroughs and townships, with a population in 1915 of 23,011. According to 1910 census 1,944 or 9% of the population were foreign. It embraces an area of 637 square miles and stretches 40 miles along the coast. The county contains no civil division with more than 4,662 inhabitants. (*a*) Timber covers nearly two-thirds of the county, but it is not very valuable on account of the frequent fires. It is a rural county with no large manufacturing plants, and consequently the foreign population is scattered.

The means of transportation are extremely poor. The Central Railroad of New Jersey runs down through the central part of the county and a branch road goes to Tuckerton in the extreme southern end. It is a full day's trip to go from Toms River to Tuckerton and return. New Egypt in the extreme western part is on the Pennsylvania Railroad

(*a*) 1915 Census.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator Henry C. Adams and from correspondence with officials and the public generally.

and has only an early morning and a night train from New York City. It is even more difficult to reach from Toms River. Over half the county is entirely without means of transportation, while only Lakewood, Lakehurst, and towns on main line have good service. The connections are very poor.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

Toms River has 1 officer; Lakewood, 4; Seaside Heights, 1; Seaside Park, 1.

2. COUNTY.

Sheriff Alfred C. Brown has the assistance of an under sheriff and a county detective part of the time. The sheriff and his assistant, the county detective, do most of the work. The constables have very little to do, but are not qualified to do even that. However, since the amount of work is so small, the sheriff handles it without trouble.

3. PRIVATE. (*a*)

Lakewood has seven private police or watchmen, all employed by the large hotels and estates to guard their property. There are no other private police in the county.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

Very little of the crime committed in the South Jersey Pines ever comes to light, as the sentiment is against the punishment of criminals. (*b*) During 1915 there were 89 forest fires started and only 20 arrests. There are also many violations of the game laws in the southern section of the county that are never investigated.

b. Difference between the number of complaints and Grand Jury Indictments plus Special Sessions Cases.

No record of complaints was kept in this county and the acting county detective could give no estimate.

The number of complaints which Justices of the Peace received and on which warrants were issued from April, 1914, to November, 1916, are given below. This does not cover complaints where no action was taken and only represents records of two-thirds of the Justices.

	Justices' complaints (two-thirds of county approximated)	Grand Jury Indictments and Special Sessions.	Percent. of complaints resulting in Indictments and Special Sessions Cases.
April, 1914 to November, 1916	479	128	26%

c. Number of criminals indicted by the Grand Jury but never apprehended.

The following table shows the percentage of those indicted who are fugitives from justice to be 16%.

	Number of Grand Jury Indictments and Special Sessions Cases.	Fugitives from Justice	Percent. of those indicted who are fugitives.
April, 1914 to November, 1916	128	21	16%

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

There are several grave objections to the Sheriff-Constable system in Ocean County. One objection is that men who have no legal training, and who are unable to grasp the simplest principles of law are elected Justices of the Peace. Of course, there are some able men. One Justice said he had never had any schooling in his life. (*c*) The constables are generally very inferior. Only too often they are town loafers who pick up a dollar or two serving papers and have no idea of law or when and how to arrest a man.

The fees paid constables are often not enough to defray expenses, so if a criminal is not easily arrested he is let alone when the crime is a minor one.

The fees in criminal cases very seldom exceed $2.25, and do not pay a Justice of any ability for his time. The result is that a bright man will not bother with the job.

The lack of training is almost universal both in regards to Justices of the Peace and constables. There are no justices' or constables' associations, or any society to promote better training among constables and justices in Ocean County.

The fact that constables do no patrol duty and have no regular offices where they can always be found, makes them almost useless when speed counts in capturing a criminal. In the "South Pine District" constables hesitate before making an arrest which would not meet with the approval of their district.

Constables have no deterring effect on crime as they are usually held in low esteem by the criminal class. The worst results of this system are the "moving on" of petty criminals and the unwillingness of counties to spend the money to apprehend criminals who have escaped from the State. Very often petty criminals and disorderly persons are let off if they will "clear out."

3. THE COST OF THE PRESENT PROTECTION.

The estimated cost of the present police protection is $16,000, as shown in the following table: (*a*)

Estimated cost of the county detective a year	$500
Estimated cost of regular officers (This is allowing $1000 to an officer)	8,000
There are seven private detectives in hotels at Lakewood	7,000
Cost of constables small, but could not give close estimate	500
Total estimated cost	$16,000

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIMES IN THE COUNTY.

a. Complaints.

From 1914-1916, Justices of Peace received 479 complaints.

b. Grand Jury Indictments and Special Sessions Cases.

The following table shows the number of Grand Jury Indictments and Special Sessions Cases and also the number of fugitives.

Indictments and Special Sessions Cases from April, 1914, to November, 1916	Fugitives	Per Cent. Unapprehended.
128	21	16%

WARRANTS OF JUSTICES OF THE PEACE.

Justice of the Peace WALTER C. WRIGHT, Toms River, between July, 1912, and November, 1916, issued 152 warrants. One warrant for larceny and one for rape were not returned.

Warrants issued, 152; warrants not returned, 2.

Justice of the Peace A. C. KING, Toms River, from February, 1913, to November, 1916, issued 43 warrants. Two warrants for grand larceny and one for robbery were not returned.

Warrants issued, 43; warrants not returned, 3.

Justice of the Peace J. B. WILLETS, Toms River, only issued 3 warrants in the last eight months. All were returned.

Warrants issued, 3; warrants not returned, 0.

Justice of the Peace M. S. ROWLAND, Toms River, between September, 1908, and November, 1913, issued 135 warrants. Those not returned were for the following crimes: False imprisonment 1, larceny 4, adultery 1, breaking and entering 1, and assault and battery 3.

Warrants issued, 135; warrants not returned, 10.

Justice of the Peace A. J. SEARING, Lakewood, between January, 1913, and August, 1916, issued 253 warrants. Those not returned were for the following crimes: Grand larceny 4, assault and battery 6, false pretences 5, petty larceny 3, breach of peace 1, and forgery 2.

One-third of these crimes were committed outside of Lakewood. (*a*)

Justice SEARING says: "If no trial I often don't record the warrant on docket."

Warrants issued, 253; warrants not returned, 21.

Justice of the Peace ABNER S. GANT, Lakewood, between 1904-1907, issued 83 warrants. One warrant issued for assault was not returned. The later records are not kept up to date. Although Justice Gant does about one-half of justice work in Lakewood, he has no current docket.

Warrants issued, 83; warrants not returned, 1.

Justice of the Peace CHARLES V. HANCE, Point Pleasant, between 1912 and November, 1916, issued 49 warrants. One warrant issued for robbery not returned.

Warrants issued, 49; warrants not returned, 1.

A summary of all the warrants issued by Justices of the Peace and the warrants not returned is given below:

Summary of warrants issued.	Warrants not returned.	Per cent. of fugitives.
718	38	5 1/5%

The reason for the low percentage of fugitives is the almost universal custom of never entering a warrant unless it is returned. (*b*)

2. THE AMOUNT OF RURAL CRIME.

The whole county is rural. Lakewood, the largest town in Ocean County, has very little crime at present. One-third of the warrants issued by Justices of the Peace in Lakewood are for crimes in the surrounding country. (*c*)

There is no segregation of crime, but it is distributed over the wooded and coast districts.

3. THE FOREIGN PROBLEM OF THE COUNTY.

There is no section in the county where the foreign population is large and no serious problem in this connection has arisen.

4. RIOTS IN THE COUNTY.

No riots or strikes have occurred for several years in Ocean County.

5. THE FOREST FIRE PROBLEM IN THE COUNTY.

A large portion of the county is wooded. The north and central sections above and around Toms River are especially subject to forest fires. The timber is hardly given any chance to mature, but when matured is valuable. Some fires are reported around Lakewood (*d*), also extensive fires doing a good deal of damage are reported near Barnegat. (*e*) Howell Township often has fires burning over several square miles (*f*), which fires sweep over into Ocean County doing great damage.

Only last year a fire near Bayville (*g*) burned 300 acres of good woodland, four houses and a barn, besides several hundred acres of salt hay land.

In 1915 eighty-nine forest fires were reported, thirty-eight of these covered less than five acres apiece. The loss was $22,845 plus cost of extinguishing $1,455, and 20,576 acres were burned over. Twenty offenders were arrested for violation of the fire law. Below is the table of forest fires in Ocean County for the year 1915:

FIRE WARDEN'S REPORT. (*a*)

	Forest Fires	Embryo Fires	Acres Burned	Loss to Forests & other Property
Berkeley	4	6	1,333	$ 1,005
Brick	2	..	24	55
Dover	2	..	821	1,750
Eagleswood	1	2	20	20
Jackson	11	1	1,631	2,860
Lacey	4	17	7,059	7,095
Lakewood	5	2	600	1,005
Little Egg Harbor	1	..	250	200
Manchester	9	5	7,599	7,545
Ocean	1	1	25	25
Plumstead	3	..	318	550
Stafford	6	3	591	535
Union	2	1	305	200
Total	51	38	20,576	$22,845

In 1914, seventy-five forest fires were reported, forty-four being less than five acres, and the total loss $7,831. (*b*) Lacey, Manchester, and Jackson are the townships most affected. (*c*)

6. THE ENFORCEMENT OF THE FISH AND GAME LAWS.

In the very sparsely populated districts the laws are not strictly enforced as there is no patrol, but more complaint is heard concerning the fires started by hunters than about the violations of the Fish and Game Laws. (*d*)

7. THE ENFORCEMENT OF THE ROAD LAWS.

Violations of the road laws are very common and many times intoxicated men drive cars. (*e*) Some are of the opinion that more efficient Motor Vehicle Inspectors would stop this condition and do away with a need of State Police. (*f*)

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following clipping was chosen, therefore, as having a bearing on the Ocean County police problems:

New York Times. *May 12, 1913.*

FOREST FIRE.

"Thousands of acres of fine timber land in West Egg Harbor were burned over today in the fiercest forest fire that ever visited this section of the country. Hundreds of rabbits and quail were roasted alive. The damage wrought will be large."

6—Opinions of Governmental Officials

The opinions of governmental officials in regard to a State police in Ocean County have been given and are listed below:

Prosecutor of the Pleas, HARRY E. NEWMAN, favors State police very strongly, for although there is little crime in Ocean County, many escape conviction on account of lack of evidence. He thinks they would also help prevent junkmen doing a business in stolen goods besides being a great aid in fire prevention.

Ex-Prosecutor of the Pleas, THEO. J. R. BROWN, when approached as to the usage of a law for the need of a rural State police in New Jersey, made no hesitancy in saying that there could be no better law passed and no greater service rendered for the protection of life and property in rural districts, as follows: "All you need is just one look and you will readily see how absolutely ridiculous it is to suppose for

(*a*) Charles Norcross, Chief of Police, Lakewood.
(*b*) See report of Miss Kite under Newspaper Clippings, Atlantic County.
(*c*) Interview with Lakewood Justice.

(*a*) Sheriff's office.

(*a*) A. J. Searing, Justice of the Peace, Lakewood.
(*b*) Justice Abner S. Gant, Lakewood, N. J., and Justice A. J. Searing, Lakewood, N. J.
(*c*) A. J. Searing, Justice of the Peace, Lakewood.
(*d*) Chas. Norcross, Chief of Police, Lakewood, N. J.
(*e*) Interview with proprietor of Lawrence Hotel, Barnegat.
(*f*) Edward Wise, Red Bank, N. J.
(*g*) New Jersey Tribune (Toms River), May 12, 1916.

(*a*) 1915 Report of the Department of Conservation and Development.
(*b*) Ibid, 1914.
(*c*) Ibid (1914-1915).
(*d*) Chas. Norcross, Chief of Police, Lakewood, N. J.
(*e*) Ibid.
(*f*) William C. Shafto, Acting County Detective.

one moment that a prosecutor in a county of the class which Ocean is, having no paid county detective only when actually rendering a service to the county. This always happens after the crime has been committed. The object of rural policing would be to protect the properties which are unprotected, such as wooded districts, cranberry bogs, and many other industries which are removed from immediate population, but most of all, the summer homes of the city people which are left under the care of the county officials after they have returned to their city homes for the winter. These small municipalities where the summer homes are located, invariably have no paid police or watchmen. The constable, working for fee, is the only man who really feels that he is in authority. The Justice of the Peace is a committing magistrate and not an officer supposed to prevent crime, and as a matter of fact, the constables' duties usually are the serving of papers and executing of warrants after the crime has been committed.

It would be an easy matter to show many ways that the State police could save thousands and hundreds of thousands of dollars, in preventing crime, for after crime is committed, then expense to the State begins. Under all circumstances, when a crime has been committed it is necessary to immediately serve papers on the defendant, collect the evidence, and cause prisoner to be apprehended, always keeping in mind that eventually this defendant will be brought to the bar of justice.

I ask you how this could be done properly with the present means of obtaining evidence. The only answer you could give, would be, find a Justice of the Peace, look up a constable, go to the county seat some ten miles away, talk to the Prosecutor and then learn from him that he would send a constable or a detective to aid you. Think of the time that has been lost, think of the men who are handling this matter for you, who are unskilled and really know nothing about the usual procedure in a court of law to bring about the conviction of the defendant.

As prosecutor of the pleas of Ocean County for fifteen years, the necessity for immediate action was nearly an every day occurrence during that time, and therefore you can readily see how strong a law such as this must appeal to me."

Sheriff ALFRED C. BROWN said he favored State police as he thought it would be of aid in getting criminals in the rural districts.

County Detective, WILLIAM C. SHAFTO, said he was not in favor of State police as he thought that the State officers who are motor vehicle inspectors could easily do work required of State police if they had efficient men. The police have a hard time to find stolen cars, he said.

Justice of the Peace, J. B. WILLETTS, Toms River, said he favored State police to detect crime.

Justice of the Peace, A. C. KING, said he favored State police as rural patrol.

C. M. ELWELL, *former Justice of the Peace,* Toms River, said he favored State police as he thought it would lessen crime.

DAVID A. VEEDER, *Lawyer,* Toms River, and owner of the *New Jersey Tribune,* does not favor State police as he thinks they have so little crime in Ocean County that it would only be an unnecessary expense.

Justice of the Peace, M. S. ROWLAND, a minister, gave no opinion, but said there was lots of adultery and drunkenness in town of Toms River.

The Proprietor of Lawrence Hotel, Barnegat, said that there were many fires in this county and as the people were paid by the day to put them out, they were not always very quick in extinguishing them. The same statement was made also by prominent man in Freehold. The same practice seems to exist in both Ocean and Monmouth Counties.

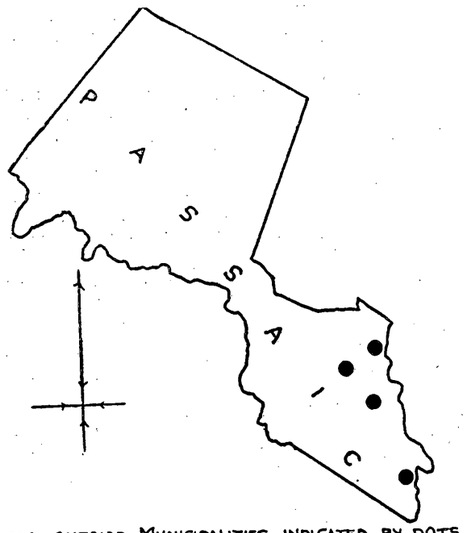
WILLIAM SPANGLER, *Justice of the Peace,* Barnegat, said, that there was very little crime, but that he favored State police.

FRED K. VROOM, Editor of *Lakewood Times and Journal,* said that he saw no need of State police in Ocean County.

7—Summary

There is a need of better patrol in the northern and central townships, especially in Manchester, Brick, and Jackson, to prevent forest fires during the hunting season at least. A patrol in these northern townships would also be of great value in deterring and apprehending rural crime and enforcing the Motor Vehicle law.

PASSAIC COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in four municipalities. The remaining unpatrolled area contains 16% (or 39,582) of total population and 15% (or $19,387,658) of all devastable property in county.

398, or 16% of all the criminals indicted during 1913-1915, have become fugitives.

4269, or 48% of all complaints against crime during 1913-1915, have not resulted in punishment to criminal.

Fire loss in 1915 was $880.

Prosecutor says State Police is good but cost would be unjustified.

The tabulations and other data contained in this county study were secured from field investigations within the county by Lucile Davison, investigator, and from correspondence with officials and the public generally.

1—The Geographical and Sociological Nature of the County

Passaic County is located in the northeastern part of the State. It is very irregular in shape, the northern part of the county being in the form of a square and the southern half in the form of a diamond. The section on the east has a frontage of about 18 miles on the Passaic River. The entire county extends from the northeast to the southeast a distance of about 28 miles. Its area is 196 square miles or 125,440 acres. By the United States census of 1910 its population was 215,902 of whom 84,795 or 39% were foreign. The State census of 1915 gives the population of the county as 236,364, of Paterson 124,815 and of Passaic 61,225. The remaining population 6.8% reside in the boroughs and 14.5% in the townships. The Erie Railroad extends through the greatest length of the county. The Delaware and Lackawanna and New York and Susquehanna both serve parts of the county.

The Department of Conservation and Development in 1915 gives an area of about 50% of the entire county as forest land, the southeastern part being an urban, industrial and suburban residential district. The county is mountainous and hilly in the northwest. In the west are the Bearport and Kannoose mountains; in the centre the Packanack mountains. In the western part there are several large lakes, notably the Greenwood and Pompton Lakes. According to the United States agricultural census report of 1910, the farm land area in the county amounted to 46,304 acres or 36.9% of the entire area of the county, and gave as a value for all farm property $8,167,394.

Both Paterson and Passaic are the seats of many very large factories. In Paterson there are about 186 silk mills and dye houses, employing about 30,000 men and women. In Passaic is manufactured more wool and textiles than in any other city in New Jersey, and about one-third of the entire handkerchief output of the United States.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

The greater number of the police in the county are centered at Paterson, Passaic and Clifton.

Paterson has a force of 180 men.
Passaic
Clifton
Pompton has a force of 5 men
Haskell has a force of 5 men.
Quakenic has a force of 12 men.
Little Falls has a force of 4 men.
Haldon has a force of one man.

In the boroughs, marshals act as police and in the townships constables. The police marshals and constables are in no way responsible and in fact are devoid of the jurisdiction over crime committed within the county outside of their own municipality.

The police system of Paterson is considered good, but it labors under the difficulty of city limits, for they are not the actual community limits. In fact Paterson's life radiates far beyond the city and this is true in the matters that affect policing. The boroughs and townships with the exception of those places enumerated are largely without police systems. The rural townships of West Milford and Wayne are without any form of police protection whatever.

2. COUNTY.

There are two county detectives in the Prosecutor's office whose duties as a rule begin only after a person has been indicted except in special cases. The sheriff has a force of 19 deputies or constables, who act as court attendants, and as in other counties their main duties are to serve court papers and act as guards to the juries in the courthouses.

3. PRIVATE.

The police protection afforded by the county has proven so inadequate at times during serious trouble that one firm of silk manufacturers during the strike of 1913 was forced to employ 80 private police who were sworn in as deputy sheriffs by the sheriff. It cost this company $63,853 which they claim is directly traceable to the lack of protection. Many of the large manufacturing and mining companies use private guards at times of strike. Some use them as private watchmen at all times. The Du Pont Powder Works at Pompton at present has engaged a large number.

During the strike of 1913, one manufacturer employed 80 men as private police, who were sworn in as deputies by the Sheriff. Another manufacturer employed 100 private police during the strike at Pompton in 1914.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

No real attempt can be made to estimate the amount of crime that goes unpunished in this county; it is possible, however, to estimate in a general way the number of crimes that go unpunished by calling attention to the difference between the number of complaints which are recorded on the record books of the Prosecutor of Pleas and the number of these complaints which fail to materialize either in Grand Jury indictment or of Special Sessions; also by noting the discrepancy between the number indicted by the Grand Jury and the number of those who are apprehended. The records of the recorders and police magistrates were not examined in the study of this county. It is stated that many of the crimes committed in the rural sections are not reported.

b. Difference between the number of complaints and Grand Jury Indictments plus Special Sessions Cases.

This was determined by calculating the number of formal complaints recorded in the office of the Prosecutor of Pleas and which never resulted in Grand Jury indictments or Special Sessions case, discounting for indictments for which no complaint is filed; indictments passed, the complainant refusing to testify before the Grand Jury; and those cases where the evidence was sufficient but the Grand Jury failed to indict. The only reason that can be deduced from the annexed table for the failure to indict in these cases is the lack of sufficient evidence to indict the person represented by the complaint. This table shows that 8,746 complaints were made before the Prosecutor for the years 1913, 1914 and 1915. Of that number, 4477 resulted in an indictment or Special Sessions prosecution and 4269 or 48% of the total number failed to bring about either an indictment or Special Sessions prosecution.

	Complaints	Indictments and Special Sessions	Complaints which did not result in Indictment or Special Sessions Cases. Number	Percent.
1913.....	2539	1675	864	34
1914.....	2997	1400	1597	53
1915.....	3210	1402	1808	56 1/3
Total..	8746	4477	4269	48

The Assistant Prosecutor, Mr. Force, estimated that 75% of these complaints were made in good faith while a trifle less were justified.

a. The number of criminals indicted by the Grand Jury but never apprehended.

In the period of three years (1913, 1914 and 1915) there were 398 unapprehended. This shows that 16% of the indicted, to say nothing of those who are never actually indicted, escape apprehension.

It is noted in the record of crime table that in 1913 there were 1142 indicted, of this number 299 were indicted for unlawful assemblage; 45 for rioting; 4 for inciting riot, and 5 hostile to the government. A total of 353 who were in custody before they were indicted. If these be subtracted from the total indicted then 19% of the total number are fugitives.

The following table shows the total number of persons indicted and the known fugitives for each of the years recorded:

	Grand Jury Indictments	Unapprehended	Percent
1913.....	1142	168	14
1914.....	617	141	23
1915.....	585	89	15
Totals ...	2344	398	16

2. The Effectiveness of the Sheriff-Constable System.

The sheriff does not normally exercise the function of apprehending criminals. His deputies and constables known as court attendants, are concerned very little in the apprehension or detection of the criminals. Sheriff William B. Burpo said in regard to the effectiveness of the system: "I do not think much of the constables, and no real reliance is placed upon them for police duty. The Sheriff-Constable system is considered defective and worthless, little or no reliance being placed upon it for police duty. Thus many of the small places within the county are left without a deterrent police patrol.

3. The Cost of the Present Protection.

The expense of the county incurred by the Prosecutor and Sheriff for additional aid in apprehending criminals and preserving order could not be obtained. These expenses are paid out of the general court appropriation, the accounts of which are not segregated. It would be necessary to examine the original documents numbering several thousand to get any idea of what the expense amounted to.

It is possible, however, to get a brief statement of the expense incurred by manufacturers. In 1913 one manufacturer employed 80 private police who were sworn in as deputies by the sheriff at a cost of $63,853, and also another 100 private police at a cost of $5,000; part of this force has been retained as private watchmen.

4—The Police Problem Confronting the County

1. The Volume and Nature of Recorded Crimes in the County.

a. Complaints.

The following table shows the kinds of complaints, and their distribution, throughout the county for the years 1913-1915:

COMPLAINTS

	1913	1914	1915	Total	City	Boro.	Town	Total
Abandonment	1	3	3	7	5	..	2	7
Abortion	5	11	3	19	19	..	..	19
Adultery	24	35	49	108	101	..	7	108
Absconding	..	1	..	1	1	..	..	1
Abduction	1	..	..	1	1	..	..	1
Abortion, accessory	..	..	1	1	2	..	..	2
Arson	12	28	6	46	42	1	3	46
Arson, attempted	1	..	2	3	2	..	1	3
Assembly, unlawful	274	..	..	274	274	..	..	274
Assault	85	176	200	461	442	3	16	461
Atrocious assault and battery	74	28	38	140	135	..	5	140
Assault, attempt to rob	7	4	6	17	14	..	3	17
Assault, attempt to kill	35	41	44	120	116	4	..	120
Assault, woman (child)	2	8	..	10	10	..	..	10
Assault, indecent	..	4	1	5	5	..	..	5
Assault and battery	754	1018	1107	2879	2730	34	115	2879
Auto stealing	3	3	..	6	6	..	..	6
Assault and battery (carnal abuse)	7	9	11	27	24	1	2	27
Attempt suicide	..	1	..	1	1	..	..	1
Bigamy	4	7	6	17	14	..	3	17
Breaking and entering	173	187	263	623	560	38	25	623
Breach of peace	1	..	..	1	..	..	1	1
Burglary	10	19	15	44	39	4	1	44
Board bill cheat	38	69	114	221	210	..	11	221
Carrying concealed weapons	14	3	3	20	20	..	..	20
Criminal carelessness	1	3	6	10	9	..	1	10
Cruelty to animals	4	6	3	13	13	..	..	13
Cruelty	1	2	3	6	6	..	..	6
Conspiracy	5	19	3	27	27	..	..	27
Challenge to fight duel	..	1	..	1	1	..	..	1
Disorderly house	18	72	31	121	114	1	6	121
Desertion	84	69	80	233	221	..	12	233
Embezzlement	49	83	54	186	179	3	4	186
Escape, accessory to	1	1	..	2	2	..	..	2
Extortion	1	2	3	6	6	..	..	6
Election law violation	21	..	..	21	21	..	..	21
Exam. of cave-in	1	..	..	1	1	..	..	1
Interfering with officer	..	2	..	2	1	..	1	2
Illegal selling	12	6	24	42	40	1	1	42
Impersonating officer	1	5	2	8	8	..	..	8
Impersonating officer, attempt to	..	1	..	1	1	..	..	1
Kidnapping	..	2	..	2	2	..	..	2
Kidnapping, attempt	..	1	..	1	1	..	..	1
Larceny and receiving	171	286	253	710	623	30	57	710
Libel, criminal	5	5	6	16	16	..	..	16
Lewdness	9	4	5	18	16	1	1	18
Larceny	124	133	169	426	384	8	34	426
Larceny, grand	37	43	59	139	139	..	..	139
Fraud	3	14	7	24	21	..	3	24
False pretenses	101	96	102	299	281	..	18	299
Forgery	16	25	49	90	90	..	..	90
Fornication	64	99	90	253	238	3	12	253
Gambling	..	4	5	9	7	..	2	9
Government, hostile to	5	..	..	5	5	..	..	5
Horse stealing	2	1	3	6	6	..	..	6
Incest	1	1	3	5	4	..	1	5
Mortgaged goods, selling	..	..	1	1	1	..	..	1
Medicine, illegal practice of	5	1	2	8	8	..	..	8
Mayhem	2	6	4	12	11	..	1	12
Marriage law	1	..	..	1	1	..	..	1
Murder	10	1	9	20	20	..	..	20
Murder, attempt	..	1	..	1	1	..	..	1
Malicious mischief	57	95	103	255	236	..	19	255
Motor law, violation	1	..	..	1	1	..	..	1
Manslaughter	3	18	6	27	26	..	1	27
Misdemeanor	13	41	50	104	103	..	1	104
Misdemeanor, high	1	..	..	1	1	..	..	1
Non-support	8	7	29	44	34	1	9	44
Nuisance	2	3	4	9	8	..	1	9

	1913	1914	1915	Total	City	Boro.	Town	Total
Neglect	5	3	16	24	21	2	1	24
Perjury	9	20	17	46	46	..	..	46
Polygamy	..	..	1	1	1	..	..	1
Publication, indecent	..	1	..	1	1	..	..	1
Possessing burglar tools	..	..	1	1	1	..	..	1
Rape	14	16	13	43	40	..	3	43
Rape, attempt	10	15	8	33	29	..	4	33
Robbery	7	41	30	78	65	1	12	78
Robbery, highway	2	6	..	8	7	..	1	8
Receiving stolen goods	30	48	33	111	93	3	15	111
Resisting officer	..	2	8	10	8	..	2	10
Removing mortgaged property	..	..	1	1	1	..	..	1
Removing leased goods to defraud	1	..	..	1	1	..	..	1
Riot	46	..	..	46	46	..	..	46
Riot, inciting	12	..	..	12	10	2	..	12
Sodomy	4	2	1	7	7	..	..	7
Selling leased goods	..	1	..	1	1	..	..	1
Selling stock, failing to notify creditor	..	1	..	1	1	..	..	1
Secreting mortgaged goods	..	..	3	3	3	..	..	3
Stealing of will	..	1	1	2	2	..	..	2
Tapping gas	..	1	2	3	3	..	..	3
Threats to kill	11	9	4	24	21	..	3	24
Weight and Measure Act, violation	5	..	..	5	5	..	..	5
Seduction	17	16	30	63	58	..	5	63
Swindling	..	..	1	1	1	..	..	1
Total	2539	2997	3210	8746	8179	139	428	8746

b. Grand Jury Indictments.

The following table shows the indictments for the years 1913-1915 in Passaic County.

INDICTMENTS.

	1913	1914	1915	Total
Abandonment	1	1	1	3
Abortion	2	5	3	10
Adultery	12	8	14	34
Abduction	2	..	..	2
Abortion, accessory	1	1	..	2
Arson	6	9	5	20
Arson, attempted	4	..	..	4
Assembly, unlawful	299	..	..	299
Assault	44	24	17	85
Atro. assault and battery	2	26	18	46
Assault, attempt to rob	2	..	1	3
Assault, attempt to kill	11	10	16	37
Assault, woman (child)	..	5	2	7
Assault and battery	199	101	74	374
Auto stealing		1	1	2
Assault and battery (carnal abuse)		..	..	4
Bigamy	2	1	4	7
Breaking and entering	72	47	78	197
Breach of peace	1	..	..	1
Burglary	10	12	13	35
Board bill cheat	6	12	19	37
Cruelty to minor children	..	1	1	2
Carrying concealed weapons	6	2	1	9
Cruelty to animals	2	1	..	3
Cruelty	..	..	1	1
Conspiracy	2	1	1	4
Crime, accessory	..	..	2	2
Disorderly house	10	20	15	45
Desertion	36	21	38	95
Embezzlement	22	37	19	78
Extortion	1	1	..	2
Election law violation	1	..	..	1
Inciting to destroy property and persons	7	..	..	7
Fraud	1	2	3	6
False pretenses	43	26	18	87
Forgery	4	14	8	26
Fornication	9	13	9	31
Gambling	..	2	..	2
Government, hostile to	5	..	..	5
Incest	2	..	2	4
Illegal selling	5	16	2	23
Impersonating officer	1	..	..	1
Larceny and receiving	11	31	25	67
Libel, criminal	3	1	..	4
Lewdness	5	..	1	6
Larceny	99	46	81	226
Larceny, grand	30	23	22	75
Medicine, illegal practice of	4	1	1	6
Mayhem	1	1	1	3
Marriage law violation	1	..	..	1
Murder	11	1	5	17
Malicious mischief	12	10	4	26
Manslaughter	2	9	1	12
Misdemeanor	8	3	13	24
Misdemeanor, high	2	..	..	2
Non-support	5	1	9	15
Nuisance	..	1	..	1
Neglect	2	..	6	8
Perjury	4	6	..	10
Rape	3	9	2	14
Rape, attempt	1	6	2	9
Robbery	1	3	1	5
Receiving stolen goods	35	34	16	85
Resisting officer	2	..	..	2
Riot	45	..	..	45
Riot, inciting	4	..	..	4
Sodomy	..	2	..	2
Selling leased goods	..	1	..	1
Stealing of will	..	1	..	1
Tapping gas	..	1	2	3
Threats to kill	7	2	..	9
Weight and Measure Act, violation	4	..	..	4
Seduction	3	4	6	13
Swindling	..	..	1	1
	1142	617	585	2344

c. Special Sessions Cases and Fugitives.

The following two tables give the number of Special Sessions cases and the number of fugitives from justice for the years 1913-1915.

SPECIAL SESSIONS CASES.

	1913	1914	1915	Total
Abandonment	..	1	2	3
Abortion	..	1	..	1
Adultery	6	18	10	34
Arson	2	1	..	3
Arson, attempted	..	..	1	1
Assault	42	57	75	174
Assault, attempt to rob	3	6	..	9
Assault, woman (child)	2	..	..	2
Assault, indecent	2	..	1	3
Assault and battery	75	139	139	353
Auto stealing	2	1	..	3
Assault and battery (carnal abuse)	4	8	10	22
Attempt suicide	..	1	..	1
Bigamy	..	3	1	4
Breaking and entering	92	103	138	333
Board bill cheat	10	27	16	53
Carrying concealed weapons	6	1	1	8
Cruelty to animals	..	1	..	1
Cruelty	..	1	1	2
Challenge to fight duel	..	1	..	1
Disorderly house	1	2	1	4
Desertion	24	28	12	64
Embezzlement	8	5	4	17
Escape, accessory to	1	1	..	2
Extortion	..	1	..	1
Fraud	..	1	..	1
False pretenses	10	24	16	50
Forgery	6	7	23	36
Fornication	33	50	49	132
Horse stealing	2	1	3	6
Incest	..	1	1	2
Impersonating officer	..	1	2	3
Larceny and receiving	157	227	220	604
Lewdness	1	..	..	1
Larceny	10	14	16	40
Mayhem	..	1	..	1
Murder, attempt	..	1	..	1
Malicious mischief	5	13	13	31
Misdemeanor	..	..	1	1
Misused court trust funds	..	..	1	1
Neglect	..	3	13	16
Perjury	1	..	1	2
Polygamy	..	..	1	1
Publication, indecent	..	1	..	1
Possessing burglar tools	..	..	1	1
Rape	5	5	2	12
Rape, attempted	6	2	3	11
Robbery	7	14	27	48
Receiving stolen goods	..	2	3	5
Removing leased goods to defraud	1	..	..	1
Sodomy	4	1	..	5
Secreting mortgaged goods	..	..	1	1
Threats to kill	..	2	1	3
Seduction	5	5	7	17
	533	783	817	2133

FUGITIVES.

	1913	1914	1915	Total
Abandonment	1	..	..	1
Abortion	1	..	..	1
Adultery	2	2	..	4

Abortion, accessory	..	1	..	1
Assembly, unlawful	3	..	..	3
Assault	10	11	4	25
Atro. assault and battery	1	..	..	1
Assault, attempt to kill	1	..	4	5
Assault, woman (child)	..	..	1	1
Assault and battery	45	10	6	61
Auto stealing	..	1	..	1
Bigamy	..	1	1	2
Board bill cheat	4	8	10	22
Breaking and entering	6	12	5	23
Carrying concealed weapons	2	..	..	2
Conspiracy	..	1	..	1
Disorderly house	2	1	1	4
Desertion	14	11	18	43
Embezzlement	17	48	6	71
False pretenses	9	3	1	13
Forgery	2	..	3	5
Fornication	5	2	1	8
Gambling	..	1	..	1
Illegal selling	..	1	..	1
Impersonating officer	1	..	..	1
Larceny and receiving	20	20	17	57
Lewdness	..	..	1	1
Larceny	13	1	..	14
Mortgaged goods, selling	..	..	1	1
Marriage law	1	..	..	1
Murder	1	..	1	2
Malicious mischief	2	..	..	2
Manslaughter	..	1	..	1
Misused court trust funds	..	..	1	1
Neglect	..	..	3	3
Rape	..	1	2	3
Rape, attempt	1	1	..	2
Receiving stolen goods	1	1	1	3
Sodomy	..	1	..	1
Threats to kill	3	..	..	3
Seduction	..	1	1	2
	168	141	89	398

2. The Amount of Rural Crime.

This subject has been partially analyzed above. Of the 8746 complaints which were recorded on the books of the Prosecutor's office, 8165 were from the cities, 139 from the boroughs, and 428 from the townships, and the locality of 14 could not be ascertained. The table of rural crime is as follows:

COMPLAINTS OF RURAL CRIME.

	Boro.	Town	Total
Abandonment	..	2	2
Adultery	..	7	7
Arson	1	3	4
Arson, attempted	..	1	1
Assault	3	16	19
Atro. assault and battery	..	5	5
Assault, attempt to rob	..	3	3
Assault, attempt to kill	4	..	4
Assault and battery	34	115	149
Assault and battery (carnal abuse)	1	2	3
Bigamy	..	3	3
Breaking and entering	38	25	63
Breach of peace	..	1	1
Burglary	4	1	5
Board bill cheat	..	11	11
Criminal carelessness	..	1	1
Disorderly house	1	6	7
Desertion	..	12	12
Embezzlement	3	4	7
Interfering with officer	..	1	1
Illegal selling	1	1	2
Larceny and receiving	30	57	87
Lewdness	1	1	2
Larceny	8	34	42
Fraud	..	3	3
False pretenses	..	18	18
Fornication	3	12	15
Gambling	..	2	2
Incest	..	1	1
Mayhem	..	1	1
Malicious mischief	..	19	19
Manslaughter	..	1	1
Misdemeanor	..	1	1
Non-support	1	9	10
Neglect	2	1	3
Rape	..	3	3
Rape, attempted	..	4	4
Robbery	1	12	13
Robbery, highway	..	1	1
Receiving stolen goods	3	15	18
Resisting officer	..	2	2
Riot, inciting	10	..	10
Threats to kill	..	3	3
Seduction	..	5	5
	149	425	574

3. The Foreign Problem of the County.

A very large proportion of the labor employed in the southeastern part of the county estimated at 39% is foreign. In the center the powder works at Pompton Lake employ about 70% of foreigners. That the foreign element has given the police of the county considerable trouble cannot be questioned. One needs only to refer to the newspaper files of the county and to the records of the Prosecutor's office.

4. Riots in the County.

The most long continued, wasteful, and bitterly contested strike known in the history of the State of New Jersey was begun on March 3, 1913, which was known as the "silk industry strike." The general tie-up was inaugurated on February 24th, when the I. W. W. called a strike in the silk works of the Doherty Company.

This strike affected about 186 mills engaged in the production of broad silk and ribbon goods, 35 silk thrower mills and 25 silk dye houses. There were about 21,683 operatives directly employed in the silk industry in Paterson who were thrown out of work. In many respects this strike will be remembered as one of the most notable that occurred in the history of the State, in that it is estimated that the loss in wages amounted to about $4,250,000 and losses of other kinds sufficient to bring the total up to $10,000,000. The strike lasted seven months.

There were a large number arrested for violence and unlawful assembly. Crowds sometimes numbering thousands surrounded the mills threatening with violence those who persisted in working. The homes of workers who refused to abandon their places in the mills were bombarded with missiles of various kinds. Two of them were partly destroyed by bombs. Personal assaults on non-strikers were numerous and very few among them who remained at work escaped threats in one or another form.

The largest class of foreigners employed in the Paterson silk mills are Italians with Hebrews next. There are representatives of many other nationalities, and these combined outnumbered the English and German speaking employes about two to one. The helpers, the most numerous class of employes in the dye houses, are practically all Italians.

In giving the history of strikes and riots in this county it may be well to consider the records of the Bureau of Statistics of New Jersey to get a correct and impartial view of the entire situation. The following paragraphs are a few extracts:

"April 17—A large gathering of strikers assembled about the Weidmann dye house near quitting time, apparently for the purpose of jeering at such of the employes of that establishment as had refused to join in the strike. A small force of police were on hand to protect the workers on their way home, and there were also a number of employes of a private detective agency employed by the Weidmann Company for the protection of its plant. The private detective agency and a number of the city police force had just escorted some men to a trolley car on River Street, and were returning to the dye houses when they were assailed by a shower of stones and bottles. In the course of the attack which seemed to have been directed against the private detectives, several pistol shots were fired by men on both sides and one man, not a silk worker, named Austino Varecho, was, while standing on the porch of his residence, struck by a bullet which passed through his body, inflicting a wound from which he died a few hours later at the city hospital." (*a*)

"April 26—Five of the I. W. W. leaders of the strike were indicted by the April term of the Passaic County Grand Jury, and all held in bail." (*b*)

"April 21—Forty-four strikers were arrested and were held in $500 each to await the action of the Grand Jury." (*c*)

"May 16—A bomb was exploded under the porch of the residence of Henry Hudding at Saddle River Township. Hudding was a foreman in one of the silk mills, and had refused to join the strike." (*d*)

(*a*) Bureau of Statistics of New Jersey, 1913, p. 209.
(*b*) Ibid, p. 210.
(*c*) Ibid, p. 211.
(*d*) Ibid, p. 215.

"May 20—Fifty-seven men were arrested charged with illegal assemblage and loitering and refusing to move on when directed to do so by the police."

Alexander Scott, Editor of the Weekly Issue was indicted by the Grand Jury charged with attempting to incite and encourage hostility to the government of the city of Paterson. The article on which the charge was based appeared in the Weekly Issue on February 28, in which the police force of the city is referred to as "Cossacks" and the chief of police as the chief "Cossack." The entire department was characterized as 'Brass Button Bandits.'" (*a*)

"June 3—The case of the forty strikers charged with unlawful assembly was opened for trial in Passaic County Court. Many of the defendants had to give their testimony through the medium of interpreters. Thirty-nine of the defendants were found guilty by the jury." (*b*)

"June 20—A sentence of three months' imprisonment in the county jail was passed upon 37 of the strikers convicted of unlawful assembly." (*c*)

Replies received from the largest firms involved in the strike to inquiries as to picketing, coercion, etc., are given in part below:

"Yes, very strongly and there was much intimidation. Some of our men were badly beaten and had to be taken to the hospital. There were also threats made against the lives of the families of our workmen, as well as the workmen themselves. We were compelled to maintain night and day protection at the homes of our foremen and other men who worked during the strike, and we were also compelled to protect them in getting to and from the works. All our plants were well protected at a very heavy expense, which was borne by our company." (*d*)

In addition to the above strike, there were four other strikes in 1913 in Passaic County involving 368 persons with a loss in wage of $8,000.

5. The Forest Fire Problem in the County.

The annual report of the Department of Conservation and Development for the year 1915 gives the following as the number of fires and the loss occasioned in Passaic County:

County and Township	—Number— Forest fires	Embryo fires	Acres burned	Loss to forests and other property
Pompton	19	5	801	$835
West Milford	3	12	50	45
Total	22	17	851	$880

Fifty per cent. of the county is forested. It is to be noted that out of the 22 fires reported the cause was obtained for 20 of them. The offenders were 4 persons and 2 corporations. Several of these fires occurred in sections of the county that are without police protection.

6. The Enforcement of the Fish and Game Laws.

It is reported that as in other counties the fish and game laws are not adhered to strictly and it is very difficult to enforce them, especially the fish laws, which are continually disobeyed at Pompton and Greenwood Lakes. There are many violations that have come to the notice of the authorities and it is stated that many of the most serious cases never come to their notice, or are found out only after the offenders have made their get-away or destroyed the evidence.

7. The Enforcement of the Road Laws.

According to the opinions of officials and citizens interviewed there seems to be a need in this county for a more effective enforcement of the motor speed laws. On the main roads to Pompton and Greenwood Lakes, there have been reported numerous violations of the speed law, many accidents occurring as the result of their non-enforcement. An effective patrol of these roads is needed.

(*a*) Bureau of Statistics of New Jersey, 1913, p. 216.
(*b*) Ibid, p. 221.
(*c*) Ibid.
(*d*) Ibid, p. 239.

5. Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problems in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following editorial and news items are given, therefore, as having a bearing on the Passaic County police problems:

Paterson Press. *June 3, 1913.*

A State Police Force.

"It will not be forgotten that the most exciting episode of the Paterson strike thus far, the only one attended with loss of life, and the one which has been used with greater effect than any other to inflame resentment and stir up bad blood among the strikers had its origin in the employment of a force of private detectives to protect a mill.

"On the whole, while the Press is prepared to admit that there may be circumstances both attendant upon a labor controversy and in the normal work of suppressing violence and crime, where a State police would be signally useful, it remains a question whether it is worth while for our State to incur the expense and risk of danger of such a body becoming nothing more than another feeding trough for political swill, in view of its possible use in emergencies that experience show may not arise once in a score of years."

Newark Evening News. *June 14, 1913.*

Making Deputies of All Policemen.

"A spot in Prospect Park, near the Sixth Avenue Bridge, where the boundary lines of Paterson, Prospect Park and Hawthorne meet, has been frequented by large crowds of strikers who have interfered of late with workers in plants of that vicinity. Owing to the location, the Paterson police have been unable to go only one half the way across the bridge in guarding the strike breakers and the strikers have taken advantage of this circumstance."

Perth Amboy Evening News. *April 25, 1913.*

What Does It Mean?

"Is it not time to find out where we are at, when mobs of angry men rush through the main streets of a city the size of Paterson, sweeping everything before them in their great demonstration in behalf of a man who probably has never been in Paterson before the present labor difficulties, who has absolutely no interest in the city, has nothing at stake and will probably leave to stir up trouble and discord elsewhere as soon as he can no longer dominate the situation where he is?

"Have affairs not come to a pretty pass when a strange woman can come into a city like Paterson, hurl defiance at the Mayor, a life-long citizen of the place who has his business and home there and who has labored long and faithfully it its behalf—has it not come to be a pretty pass we say, when such a free-lance can come into a city and fix a certain day when all wives of strikers who have young children shall carry their babies to the Mayor for him to provide food and shelter for them, defying him to make good his assertion that Paterson is able to provide for her own children—failing in which, to have the children shipped off to New York for exhibition purposes to further arouse class hatred?"

An account of recent scenes in Paterson, as published in the *Newark Evening News*, reads as follows:

"The strikers broke through the police lines at will then started, by actual thousands, on a wild race down Market street past the city hall to police headquarters, shrieking in rage as they went. Such disorder has not been approached since the strike began.

"At the station house there were so many that the street was black from curb to curb. Two squads of police dashed out of police headquarters as the strikers reached that point and cleared the street in front of the building. As the strikers

were dispersed in Washington street, the throng headed for Turn Hall.

"Just as a State constabulary would have halted the mobs who marched along the north side of the Raritan River a few days ago forcing clay miners to join their ranks, so such a body of troopers could preserve order in Paterson at the present time and allow peaceful, law-abiding citizens to go about as usual without being interfered with. To permit a mob to run wild through the main streets in the manner described here is a disgrace to this country. It practically shows that we have no government at all, as far as retaining order is concerned.

"It would not be amiss for the Legislature, at its coming session to take steps for establishing a State police such as Pennsylvania has, to preserve order in an industrial crisis, such as Paterson is now passing through, and which is likely to occur in any other city in the State where a great number of foreigners are employed in the various industries. At other times such a State police force could well be used in patrolling country districts where at present there is no protection.

"With Paterson fresh in our minds the time has come for thoughtful men to pause and ask, what are we coming to?"

6—Opinions of Governmental Officials and Others

MR. MICHAEL DUNN, *Prosecutor of the Pleas,* says that from the standpoint purely of more effective protection some form of a State police would be commendable, but he doubts whether the benefits would justify the cost involved. He states that he was "certainly opposed to the bill as introduced last year because it attempted to create too large a force and too expensive." Mr. Dunn suggests that a good alternative, in view of the objection of expense of a State police, would be the passage of a law empowering cities to call in uniformed police aid from other cities.

Assistant Prosecutor, MR. FORCE, Passaic County, was of the opinion that Passaic County was such that he did not believe that the amount of crime in the county would be decreased by the establishment of a State constabulary police system.

MR. WILLIAM B. BURPO, *Sheriff* of Passaic County, stated that he was not in favor of a State constabulary system for political reasons. He believes that the present arrangement in Passaic County is working satisfactorily. He did not seem to think much of constables, and stated that no real reliance is placed on the constables for police duty. In connection with his office there were only 19 deputy constables known as court attendants who knew their business. The sheriff has not thought much about the proposed State system.

MR. NATHANIEL SCHOEN, *County Detective,* agreed with Mr. Force. In addition he stated that his duties began after a person had been indicted as a rule. What occurred before that was in the hands of the police, but in special cases he did detective work from the beginning of the case under the direction of the prosecutor.

PETER MUSE, *Business Manager* of the Electrical Works Union and member of the local Health Commission, said in an interview that a State constabulary, although it had no greater authority, always acted in a high-handed manner, and showed no hesitancy in exercising their assumed superior powers, and that they failed to exercise tact when that was more necessary than the mailed fist. He referred to the silk strike of 1913 and commended the police for their good judgment at that time.

O. H. TEMPLE, *Business Agent* of Paterson and vicinity, expressed the conviction that the existing police protection was quite adequate and efficient. He said that outside police when they came into town caused resentment, and that as a result some hot-head might forget himself and be guilty of violence. This would serve to add to the severity of the mounted State police, and inflame the passions of the strikers. He could see no real justification for the establishment of any rural police.

THOMAS MORGAN, *Secretary* of the Silk Loom-Fixers & Twisters Association, was opposed to a State constabulary because, he said, that they were composed of elements opposed to labor, and instead of mending trouble they caused trouble. There was no need of such a force. Mr. Morgan referred to foreign elements whose standard of living and general level was so low that is was a menace to the State, and he suggested that a revision of the immigration laws for the purpose of preventing such a great influx of undesirables was far more to the point and more economical as well as socially justifiable. If a police force was to be established, he stated, it should be composed of the following kinds of men:

(1) Native Americans.

(2) Men thirty years of age or more, that should be required to produce evidence that for the 10 years before joining such a force they had been employed or engaged in useful employment and not in adventures of wild characters or strike breakers.

F. C. COWPERTHWAITE, *Treasurer* of the Weidman Silk Dyeing Company, of Paterson, N. J., said that there had been strikes at his plant in 1902 and 1913, requiring police protection. In 1913 sixteen hundred men were involved. They were foreign skilled laborers. The local police in 1913 were unable to give protection which would allow the men who wanted to, to come to work. The company employed, during the strike, eighty men as private police, who were sworn in as deputies by the Sheriff. Mr. Cowperthwaite thinks these men would not have been needed if there had been a State police. There was a great deal of intimidation of the employes of the plant, considerable rioting, and one outsider killed. It cost the company, in pay to deputies and the housing and feeding of the men who came into the plant to work, who had to be kept there at night, $63,853, directly traceable to the lack of protection. Mr. Cowperthwaite said Paterson has about one hundred and eighty police. Mr. Cowperthwaite is absolutely in favor of the State police system. There are not enough police under the present system he says. He understands that a State police would be mounted. Four or six mounted men in the local police force did more good than all of the others. The State police would not have local affiliations, and would be men trained to riot duties. After the second month of the big silk strike five to seven hundred of his men wanted to come back to work, but did not dare, he stated.

S. S. HOLZMAN and HENRY HOLZMAN, of the Holzman Company, Paterson, said that their company was involved in the big silk strike. They, personally, favor a State police. There has been no need for a State police, however, in their factory, as it is located in the middle of the city and the local police gave adequate protection. Most of their employes are girls.

JAMES EASTWOOD, of the Benjamin Eastwood Company, Paterson, has had several strikes in recent years, but has not felt the need for a State police. He has influence enough to get all the police protection he needs. Personally he is in favor of a State police, but does not think we will ever get it.

WILLIAM DOHERTY, of the Henry Doherty Company, Paterson said that their company was involved in the big strike in 1913. The local police gave sufficient protection, and there has been no need in his experience for a State police, as the local police have been efficient. The Secretary of the Paterson Board of Trade favors a State police.

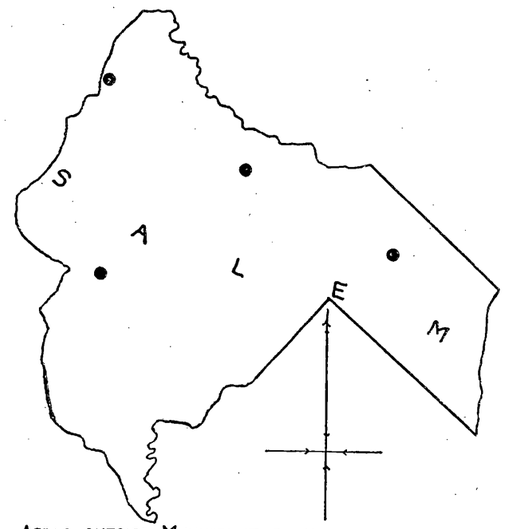
7—Summary

Passaic County has a slight problem in its dealings with its rural crime. This is due to the reason of the county's close proximity to New York, which affords an easy method of escape.

The police system of Paterson and Passaic are not questioned. It is the inadequacy of the methods employed to protect the outlying districts that is at fault. To have sections of a county like Passaic poorly policed and in some instances without police protection at all makes crime more difficult to control, as the methods of escape in these sections are always considered by those committing crime. In three years there have been 398 criminals against whom Grand Jury indictments have been entered, who have escaped apprehension. This is 16% of the total number and it does not include those cases against persons never arrested although complaints had been lodged but no indictments found due to the lack of sufficient evidence.

The question of a more efficient method of handling problems similar to those of the Haskell explosion and the dynamiting of buildings in the Paterson strike would be answered by having a movable police force within the county which would be available at all times.

SALEM COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL

There is police patrol in four municipalities. The remaining unpatrolled area contains 57% (or 17,420) of total population and 60% (or $7,748,353) of all devastable property in the county.

Prosecutor says that 50% of all crime of county is not apprehended.

496, or 52% of all complaints against crime, have not resulted in punishment of any criminal.

Forest fire loss in 1915 was $1,195.

Prosecutor strongly favors a State Police.

1—The Geographical and Sociological Nature of the County

Salem County has an area of 343 square miles and is predominantly an agricultural county, similar in most respects to Cumberland County. Its population in 1910 was 27,000, but since the recent phenomenal growth of the town of Pennsgrove and the township of Upper Penns Neck, the population is probably well on to 40,000. Outside of Pennsgrove, and the du Pont camp (with 3000 people) and the du Pont village (with 5000 people), the largest city is Salem, the county seat, with approximately 7000 people. Next to Salem, the most important towns are Woodstown and Elmer.

The 1910 census gives the ratio of negroes as 12% and the ratio of foreigners as 6%, but the influx of foreigners to the du Pont plant at Pennsgrove has greatly increased the 1910 percentage. It is also probable that the ratio of negroes has slightly increased. The size of the negro problem is indicated by the fact that over a fifth of the voters in Salem are negroes. According to Sheriff A. Lincoln Fox, the permanent negro population is becoming more peaceful, with a noticeable tendency toward church-going, although the transient negroes from the South are more troublesome. In the opinion of the Prosecutor, Mr. Daniel V. Summerill, Jr., both the negro and foreign elements are on the increase.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

The municipal police forces in Salem County are as follows:

Salem—Four regulars, few specials.
Pennsgrove—Three regulars, few specials.
Woodstown—Two regulars.
Elmer—One regular.

2. COUNTY.

The county outside of the four towns which have regular marshals and outside of the Township of Upper Penns Neck, which is policed by the du Pont guards, depends entirely on the sheriff-constable system for protection. There is no county detective. The present Sheriff takes an interest in criminal matters and spends part of his time in actual criminal work, but he is the first Sheriff for a good many years who has taken it upon himself to aid the Prosecutor. The Sheriff's deputy and several of the town marshals, who are also constables, are also used by the Prosecutor. When asked why the county had no detective, Sheriff Fox replied that "our experience with detectives has been discouraging. We have two or three constables who are as good as detectives." Prosecutor Summerill, on the other hand, states that "there is no person in the county at the disposal of the Prosecutor who can investigate crime in a proper manner." Mr. D. Harris Smith, Justice of the Peace in Salem, states that "the county has had the service of only one good constable."

3. PRIVATE.

For an account of the du Pont guards see the paragraph under the heading 4—2 on the Pennsgrove situation.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator Clarence Ludwig and from correspondence with officials and the public generally.

3—The Adequacy of the Present Protection

1. Amount of Unpunished Crimes.

a. Crimes for which there is no record.

It is impossible to get from the records the number of fugitives, although Mr. J. F. Sinnickson, Prosecutor from 1900 to 1915, says that fugitives are "very few." As to the larger question of how much crime is apprehended, the general opinion seems to be that a considerable amount is apprehended. Mr. D. S. Craven says "there is lots of unapprehended petty crime, such as chicken stealing, and also lots of unapprehended game violation." Mr. William L. Freeland, cashier of the Salem National Bank, says "there is considerable chicken stealing around Woodstown." Mr. B. Hiles, cashier of the City National Bank, says there is quite a bit of stealing by negroes, but "nothing of moment" outside of Pennsgrove. Justice D. Harris Smith declares "there is much chicken stealing, and 60% of it is unapprehended." The small ratio of convictions in the chicken stealing cases that do reach the officers he thinks is due to inability to get the evidence. He cited an example of a man who had $200 worth of poultry stolen at one time last year. Five men were arrested but there was not enough evidence for conviction. Prosecutor Summerill estimates that 50% of the crime in Salem County is unapprehended.

b. Difference between the number of complaints and the number of Grand Jury Indictments plus Special Sessions Cases.

The following table gives a comparison of the complaints, 1911 to the middle of 1915, with the indictments, 1911 to 1915, plus Special Sessions cases 1912 to 1915:

	Complaints.	Indictments and Special Sessions Cases. Ind.	S. S.	Total.
1911.....	....	30	..	30
1912.....	....	40	46	86
1913.....	....	19	30	49
1914.....	....	20	44	64
1915.....	....	75	155	229
Total...	954	183	275	458

Here as in other counties we find only a half of the recorded complaints ever resulting in "genuine cases." If to these "dropped" complaints were added the large number of cases that never get on to the books at all, we would have an imposing array of cases, most of which are attributable to the lack of proper facilities for getting evidence quickly and thoroughly.

2. The Effectiveness of the Sheriff-Constable System.

It has been pointed out before that the present sheriff and his deputy are taking a more active part in criminal matters than their predecessors. Yet much remains to be done before police efficiency can be accomplished. The Sheriff himself admits that he can rely only on a very few constables. Mr. D. S. Craven says that "very few of our constables have the courage to do their duty; this is largely because they are locally elected." Prosecutor Summerill says "there is no person in the county at the disposal of the Prosecutor who can investigate crime in a proper manner." Justice Smith says: "When I give a warrant to a country constable I might as well kiss it goodby, unless I get the evidence myself."

3. The Cost of the Present System.

The cost of policing Salem County is unascertainable. There is no special cost for detective service as the county does not make a practice of employing detectives. The cost of the Du Pont guards is approximately $1200 per day. What share of this cost is for township work is difficult to estimate, although it is comparatively small.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes in the County.

The following tables show the complaints (*a*) from 1910 to the middle of 1915 classified by crime, the indictments from 1911 to April term 1916, and the Special Sessions cases (*b*) for the same time:

a. Complaints

	1910.	1911.	1912.	1913.	1914.	1915 to June 1.	Total A to I (all years).	Total I to Z (a & b) (all years).
Assault	..	2	4	..	4	2	13	
Assault and battery	20	27	36	20	14	9	126	190
Atrocious assault and battery	1	..	1	2	1	..	5	
Adultery	1	2	1	2	5	1	12	
Attempt suicide	..	1	..	..	..	..	1	
Arson	2	..	..	1	3	..	6	
Assault intent to kill	2	..	2	1	1	..	6	
Burglary	1	..	1	1	..	..	3	
Breaking and entering	1	1	2	3	6	4	17	
Carrying concealed weapons	..	..	..	1	3	..	4	
Carnal abuse infant	..	2	1	1	..	1	5	
Cruelty to animals	..	2	1	..	1	..	4	
Disorderly house	..	..	3	..	..	1	4	
Desertion	1	..	3	4	..	1	9	
Auto laws	..	..	2	..	..	..	2	
Disorderly person	..	..	..	1	..	..	1	
Embezzlement	..	2	1	..	..	..	3	
Escape	..	..	..	..	1	..	1	
False pretenses	3	1	1	..	1	..	6	
Forgery	..	1	..	..	1	..	2	
Fornication	2	..	..	..	..	2	4	
Fighting	..	1	..	..	1	..	2	
Gambling	..	..	1	..	..	..	1	
Horse stealing	..	..	1	..	..	..	1	
Kidnapping	..	1	2	..	1	..	4	
Illegal selling	..	..	..	1	..	..	1	
Incorrigible	..	..	..	1	..	..	1	
Incest	..	..	..	..	1	..	1	
Larceny	13	20	27	13	30	7	110	149
Lewdness	..	..	2	..	..	..	2	
Larceny and receiving	..	..	..	..	..	1	1	
Malicious mischief	1	2	3	3	2	..	11	
Receiving stolen goods	..	..	..	..	1	..	1	
Resisting officer	1	1	..	..	..	1	3	
Seduction	1	..	..	..	..	..	1	
Trespassing	..	..	2	..	..	..	2	
Threat	1	..	2	4	2	1	10	
Perjury	..	1	..	2	1	..	4	
Surety	..	1	..	1	1	..	3	
Railroad law	1	..	..	..	..	..	1	
Nuisance	1	..	..	..	..	..	1	
Totals A to I	53	69	99	62	81	31	395	559
Grand total							954	

(*a*) The partial list of complaints was secured from a personal book of Mr. J. Forman Sinnickson, Prosecutor for Salem County from 1900 to the middle of 1915. Lack of time prevented the investigator's classifying the complaints for more than half the alphabet. The total 954, however, is all inclusive.

(*b*) The indictments and Special Sessions cases were secured from the official case book in the county clerk's office.

b. Grand Jury Indictments and Special Sessions Cases

	Indictments							Special Sessions Cases					
	1911	1912	1913	1914	1915	1916, Apr. Term	Total	1912	1913	1914	1915	1916, Apr. Term	Total
Assault	..	..	..	4	2	..	2	..	..	1	3	2	6
Assault and battery	6	10	7	4	15	5	47	3	2	8	23	7	43
Atrocious assault & battery	..	1	..	1	..	..	2	..	1	..	2	1	4
Adultery	1	..	..	..	1	..	2	..	1	..	1	1	3
Arson	..	..	..	..	1	..	1	..	..	..	..	..	..
Assaulting—Intent to kill	2	1	..	1	..	..	4	1	..	..	..	..	1
Con. birth inf	..	..	..	..	1	..	1	..	..	..	1	..	1
Burglary	..	..	..	..	..	..	..	..	..	..	..	..	..
Breaking and entering	..	2	2	2	2	1	9	..	4	5	9	..	18
Bigamy	1	..	..	..	1	..	2	..	..	..	..	..	..
Carrying concealed weapons	2	..	1	3	6	2	14	..	2	3	9	5	19
Carnal abuse, infant	3	..	1	..	..	..	4	..	1	1	..	..	2
Chicken stealing	..	..	..	..	2	1	3	..	2	2	3	..	7
Conspiracy	..	..	..	1	1	..	2	..	..	..	..	..	..
Cruelty to animals	1	1	..	..	..	..	2	..	..	..	..	..	..
Con. burning bldg	..	..	..	1	..	..	1	..	..	..	..	..	..
Disorderly house	1	1	..	..	3	..	5	..	..	..	7	..	7
Desertion	..	1	..	..	..	..	1	1	..	..	..	..	1
Auto laws	..	1	..	..	..	..	1	..	..	..	..	..	..
Embezzlement	1	..	..	..	1	..	2	..	..	..	..	..	..
False pretense	1	..	..	..	2	2	5	..	1	2	13	4	20
Forgery	..	..	..	..	..	..	..	1	2	1	..	..	4
Gambling	1	1	..	1	3	..	6	..	..	..	31	10	41
Highway robbery	..	..	..	..	..	..	..	..	..	..	..	2	2
Kidnapping	..	..	..	..	2	..	2	..	..	1	..	..	1
Illegal selling	..	..	..	1	3	1	5	1	..	..	10	3	14
Incest	..	..	..	..	..	..	..	..	..	..	..	..	..
Larceny	8	11	3	5	14	6	47	36	11	15	37	8	107
Lewdness	..	1	..	..	..	..	1	1	..	2	..	..	3
Malicious mischief	..	1	..	..	..	..	1	1	1	..	..	..	2
Manslaughter	..	..	..	..	3	..	3	..	..	..	..	..	..
Murder	..	2	..	..	2	6	10	..	..	..	..	..	..
Night walking	..	4	..	..	..	..	4	1	..	..	..	..	1
Refusing assist. officer	..	..	1	..	..	..	1	..	..	..	..	..	..
Robbery	..	..	..	..	..	..	..	..	..	..	..	1	1
Receiving stolen goods	..	..	1	..	..	..	1	..	1	1	1	..	3
Resisting officer	1	2	1	1	..	..	5	..	..	2	2	..	4
Sodomy	..	..	1	..	..	..	1	..	..	..	..	..	..
Stealing timber	..	..	..	..	..	..	..	..	..	..	..	1	1
Affray	1	..	..	..	..	..	1	..	..	..	..	..	..
Perjury	..	..	..	..	1	..	1	..	..	..	..	..	..
Selling mortgaged goods	..	..	1	..	..	..	1	..	..	..	2	..	2
Breaking jail and attempt	..	..	..	..	7	..	7	..	..	..	1	..	1
Attempted rescue	..	..	..	..	..	..	..	..	..	..	..	1	1
Contemplating murder	..	..	..	..	..	..	..	..	..	..	..	..	..
Totals	30	40	19	20	74	24	207	46	30	44	155	46	321

The record shows total of 954 complaints from the year 1910 to May, 1915. Of these, 334 or 35% are for assault and battery, assault and atrocious assault, and 249 or 26% are for larceny. The Special Sessions cases for approximately five years number 321, of which 53 or 16% are for assault, assault and battery, and atrocious assault; 107 or 33% are for larceny; and 41 or 12% are for gambling.

The indictments for the five years from 1911 to 1915, and including the April term of 1916 number 207, of which 51 or 24% are for assault, assault and battery, and atrocious assault; 47 or 22% are for larceny; 14 or 7% are for carrying concealed weapons; and 10 or 5% are for murder. It should be noted that 8 of the 10 murder indictments were found in 1915 and 1916, the other two being for the year 1912. The increase in the number of murders, as well as a decided increase in the amount of crime generally, was due to the criminal elements that were thrust upon the county during the Pennsgrove rush in 1915.

Most of the crimes in Salem County appear to be of comparatively petty character. In the words of J. Forman Sinnickson, Prosecutor of the Pleas for fifteen years up to 1915, "most of our crimes are petty crimes due to drunkenness." Unlike Cumberland County, Salem County has a good many licensed hotels, which together with blind tigers, succeed in producing a comparatively large amount of drunkenness. It is stated in Salem that during some periods of the year, particularly on Saturday nights, it is unsafe for women to be on the streets after nightfall. This situation, however, is improving. Crime among the negroes consists largely of thieving and of fighting among themselves.

Because of the large part that the Pennsgrove situation plays in the criminal affairs of the county, it is well to consider it separately and in detail.

2. The Pennsgrove Situation.

The prominence and rapid growth of the Borough of Pennsgrove and the Township of Upper Penns Neck is due entirely to the location there of the main plants of the E. I. du Pont de Nemours Powder Company. Before the war the du Pont Company employed at Pennsgrove 350 men; at the height of the boom upwards of 20,000 men were employed; and at the present time approximately 10,000 men are on the payroll.

The laborers have been attracted by the large wages. They have come from all parts of the country, and include criminals, soldiers of fortune, and a great many foreigners. Mr. A. F. Porter, General Manager of the company, states that at the present time only 25% of the employees are foreigners, but it is highly probable (judging from outside reports and from appearances) that a larger percentage, at least in the past, has been foreigners.

In addition to the Borough of Pennsgrove and the company plants, the Township of Upper Penns Neck includes within its border the company village of 5000 people, and the company camp of 3000 men.

The duty of policing the township and of protecting the powder plants is in the hands of 300 du Pont guards. These are selected and paid by the company and commissioned by the township officials. They are all uniformed and are armed with blackjacks and billets; the sergeants are mounted. The system is military in character and is under the control of Major Clark. The privates receive $72 per month plus their board, lodging, and uniforms.

The du Pont guards possess the ordinary peace officer powers but only within the limits of the Township of Upper Penns Neck. The work of the guards is of two distinct kinds; one is preserving order in the township; the other is guarding the powder plants, passing workmen, etc.—duties which arise from the nature of the industry concerned. If an estimate can possibly be made of the relative importance of these two phases of work, it is certain that at the present time at least the second is predominant. This part of the work must always remain in the hands of private guards and will not be much affected by the

existence of a State police. The township police work, on the other hand, could very easily be affected by the existence of a State police force.

There is some difference of opinion as to the character of the du Pont guards, although the general opinion seems to be that many of the guards are themselves rough characters. There is much sentiment in the county against them. The situation is summed up by the words of Prosecutor Daniel V. Summerill, Jr., "Some are good, but many are lawbreakers themselves and are not proper persons for that duty."

The friction between the du Pont guards and the people and some of the officers of the county is well illustrated by a recent incident which concerned the Sheriff of Salem County and some of the guards. It appears that the Sheriff was refused admittance to the plants, despite his official badge and a pass from the manager. The persistence of a guard resulted in the sheriff's drawing his gun, swearing in some workmen as special deputies, and seizing the guard, who was then taken to Salem and released on $500 bail. The incident aroused much feeling in favor of the Sheriff and inspired such editorial comment as the following from the *Salem Sunbeam* of Nov. 17, 1916:—"The du Pont police department had better learn now that it cannot set up a government of its own in this country in defiance of law." As far as the guards are concerned, the incident resulted in the dismissal of five guards.

The Sheriff, Mr. A. Lincoln Fox, is opposed to a State police, partly because he feels there is no particular need in Salem County, but partly also because he sees the danger in a centralized force with a military organization. Doubtless he gets his impression from the du Pont guards, who, he says, are often overbearing, tactless, and inhuman. Sheriff Fox is of the opinion that it is not a good thing to have soldiers in a police force. Manager Porter, on the other hand, declares himself in favor of the military style of organization and recruiting for any effective police force. He does not think that form of organization and that spirit will tend to antagonize citizens.

At any rate, probably the closest approximation to the real state of affairs at Pennsgrove was expressed by one of the guards, who said, "A few of the men are overbearing, but not many. Discharges are quite frequent in the effort to better the force. The force is now 28 men short. It must be remembered that in a place like this extreme discipline is necessary."

There has been complaint also against John K. Duffy, Justice of the Peace, for Upper Penns Neck Township, who has handled all the cases coming from the du Pont guards. It is stated that not only do the guards often make unwarranted arrests but that "Judge Duffy" is too summary in his judgment. Whether the dissatisfaction with his work is justified or not, it is only fair to state that his work increased at an extremely rapid rate, and that he had to bear the whole burden of the Pennsgrove criminal problem. Next May several newly elected justices will take office. Regarding the effectiveness of the criminal apprehension in Upper Penns Neck Township, Prosecutor Summerill says that "the township authorities do not assist or attempt to keep any order in the township and are utterly incompetent to take charge of the criminal end of their work."

What is the extent and nature of the crime at Pennsgrove? No one tries to conceal the fact that a year or a year and a half ago the crime at Pennsgrove was appalling. It is common knowledge that one could have walked along a Pennsgrove road the day after a payday and found two or three dead men who had been killed in the process of being robbed. In most cases the bodies were disposed of by throwing them into the swamp. The rapid increase in the amount of serious crimes was unquestionably due to the influx of bad characters who accompanied the construction crews to the powder plants. There is also no question but that that situation has passed away and that the community is becoming more peaceful. Manager Porter is of the opinion that "there is now no more trouble than in the ordinary community." Sheriff Fox states "the conditions are much better at du Pont's now than at first, because there is a better class of workmen." Prosecutor Summerill says that the township is becoming more law-abiding, "although there still are a good many 'speak-easies' and 'blind-tigers.'" The worst trouble the guards are given at the present time is from "drunks." The records of Special Sessions cases and indictments also show a decrease for 1916.

3. The Foreign Problem of the County.

The foreign element of the Salem County population injects a complication into the police problems of the county, but as yet it is not large enough to cause any serious trouble. The two points of interest in this connection are the negroes around Salem and the foreigners of Pennsgrove. The first has been discussed in the opening paragraph on description of the county; the second has been dealt with in the treatment of the "Pennsgrove situation."

4. Riots in the County.

The only strike violence problem in Salem County is in the du Pont works, but that is merely a potential problem. So far there has been no real danger of violence from that source. Three years ago there was a little trouble in the du Pont plant which the Sheriff quelled with a few of the guards as deputies. Commenting on the possibility of having to use the private guards in quelling riot violence, Manager Porter of the du Pont plant says, "the strike would be put into the hands of the Sheriff; we would expect him to protect our property and keep order in the community." Mr. D. S. Craven, manager of the Salem Glass Works, the largest factory in Salem, says that there is no real danger of a strike. Mr. D. Harris Smith, attorney and Justice of the Peace in Salem, is of the opinion that an outbreak among the glass workers may happen at any time, and that a State police would be an insurance policy against any resulting violence.

5. The Forest Fire Problem in the County.

The forest fire problem is a negligible one in Salem County. The 1915 State Fire Wardens' report (*a*) shows the following summary for Salem County:

Forest Fires	7
Embryo Fires	7
Acres Burned	718
Loss	$1195

6. The Enforcement of the Fish and Game Laws.

Although the sheriff described the two game wardens as "efficient," the impression is given that the enforcement is more or less sporadic, and that "there is no sentiment in the county for enforcement." The *Salem Sunbeam* for November 17th contains the following news item:—"The Federal Game Wardens made a swoop near Salem last Monday night and caught 22 gunners charged with shooting at ducks after sundown in violation of the Federal law."

7. The Enforcement of the Road Laws.

The road laws are not enforced in Salem County, according to the statement of Sheriff Fox, although he is making an attempt to begin enforcement. Speaking of this attempt, Sheriff Fox said, "Speeding got so bad and the public put up such a howl that several prosecutions were made." The motorists were thoroughly warned beforehand that prosecutions would follow further violations. The warnings had no effect and 20 or 25 arrests were made in the worst cases.

(*a*) FULL REPORT BY TOWNSHIPS.

Townships	Forest Fires	Embryo Fires	Acres Burned	Loss to Forests and Other Property
Pittsgrove	2	4	80	$120
Quinton	4	2	618	1,030
Upper Pittsgrove	1	1	30	45
Total	7	7	718	$1,195

5—Newspaper and Letter Clippings on the County Police Problems

The question of a State police has not been discussed in Salem County. Mr. C. F. Pancoast, editor of the *Salem Sunbeam*, declares there is no particular need in Salem County for a State police, and that there is very little sentiment in favor of more protection.

6—Opinions of Governmental Officials

Prosecutor Daniel V. Summerill, Jr.:—

Mr. Summerill thinks the State police would make "the county better and more law abiding and safer for the inhabitants to live in. Unless this office is given proper county detectives or some substitute the State police would be a great help to Salem County."

Former Prosecutor J. F. Sinnickson:—

Mr. Sinnickson does not see much need for additional police protection in Salem County. He is non-committal on the advisability of a State system.

Sheriff A. Lincoln Fox:—

Sheriff Fox does not favor the establishment of a State police system, because it tends to complicate the whole matter of criminal apprehension. From his experience with the military organizaton of the du Pont guards, he thinks soldiers are not good men for a police force. He does not think mounted uniformed men are valuable. "There is too much danger they will tend to show their authority." Mr. Fox referred to Salem County's road camp for prisoners as a "deterrent to incoming criminals."

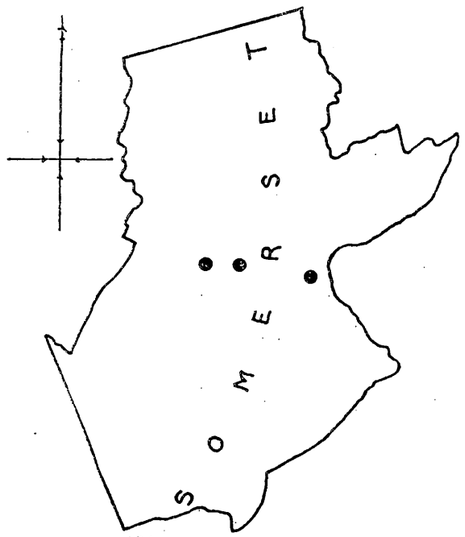
Justice of the Peace, D. Harris Smith, Salem:

Mr. Smith favors a State police force especially as an insurance policy against possible strike violence. "Local men are too often influenced by local sympathy in case of strikes."

7—Summary

Outside of the Pennsgrove situation, which is a problem in itself, there are two striking things about Salem County—one is the large amount of unrecorded and unapprehended rural crime, and the other is the complete dependence of the county on the old and ineffective Sheriff-Constable System. Presumably the fact that the county has no detective and no centralization of its force whatever has a casual relation to the large amount of unrecorded crime. The need in Salem County is for some agency certainly more advanced and more capable of handling county detective and patrol problems than is the worn-out Sheriff-Constable System.

SOMERSET COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in five municipalities. The remaining unpatrolled area contains 51% (or 22,868) of the total population and 52% (or $12,246,020,) of all devastable property in county.

15, or 5% of all criminals indicted during last five years, have become fugitives.

265, or 51% of all complaints of crime, have no resulted in indictment. The majority of tho criminals were not punished.

Forest fire loss in 1915 was $1,933.

Prosecutor does not favor State Police.

1—The Geographical and Sociological Nature of the County

Somerset County contains 17 boroughs, towns and townships with a population of 44,123, according to the 1915 census. In the census of 1910, 21% of the population was foreign. It has an area of 205 square miles, and a length north and south of 25 miles. There are a few mountains in the northern part. The Sourland Mountains in the southeastern part are inhabited by a mountaineer class who are rather lawless. The foreign population is centered around Raritan, Finderne, Mandeville, and Bound Brook, the section where the large manufacturing plants are located. There is no city in the county. North Plainfield, Somerville and Bound Brook are the only boroughs with a population of over 4500.

The tabulations and data contained in this county study were secured from field investigations within the county by Investigator Henry C. Adams and from correspondence with officials and the public generally.

2—A Survey of the Police Protection in the County at Present

1. MUNICIPAL.

Bound Brook has 4 officers, Somerville 6, Raritan 2, North Plainfield 5, and Bernardsville 1.

2. COUNTY.

The sheriff has about 50 constables. One constable acts as county detective, and with the help of a couple of other constables does practically all the criminal work in the county. The sheriff never apprehends criminals. Mr. Totten, the constable-detective, does very efficient work. The constables are generally very poorly fitted to fill their positions. (*a*)

3. PRIVATE.

There are two private watchmen employed by a factory at Raritan and two at Mandeville. They seem to be the only private police in the county.

3—The Adequacy of the Present Protection

1. THE AMOUNT OF UNPUNISHED CRIME.

a. Crime for which there is no record.

Much of the crime, especially in inaccessible parts of county like the Sourland Mountain district, is never reported unless very serious. (*b*) The crime handled by many of the justices is unrecorded as no record is kept when the warrant is not returned. (*c*)

b. Number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

No complaint book was kept by the Prosecutor or the county detective. However, Mr. Totten, who acts as County Detective, estimated that on an average of 2 complaints came in a week during the whole year.

Number of Complaints in last 5 years (Estimated)	1912-1916 Number of indictments.	Percent of complaints resulting in in indictments
520	255	49%

c. Number of criminals indicted by the Grand Jury but never apprehended.

One of the principal reasons for the small number of indictments is the absence of large cities or troublesome foreign settlements. The population of Somerset County is only 44,123 by the 1915 census. Many crimes in the rural sections, especially in southern part of county, are never reported. Often when the criminal is caught the witnesses cannot be found and no indictment follows.

Indictments for 5 years.	Unapprehended.	Not prosecuted.
255	15	35

The number of fugitives shown in the table given just above speaks well for the acting county detective, although when one considers that those "not prosecuted" are generally cases where evidence has not been obtained, or where witnesses left town, it is not such a small number.

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

The men who are elected constables are for the most part men who know absolutely nothing concerning law, or the duties of constables. (*d*) Out of about fifty constables in the county, Mr. Pope, a former Prosecuting Attorney, said only four were qualified to act, and only five Justices of the Peace out of about twenty-five were qualified to perform the duties of their office. (*e*)

(*a*) Interview between Henry C. Adams and County Detective Totten; also former Prosecuting Attorneys Griggs and Pope.
(*b*) Interview between Henry C. Adams and F. W. Harris, Justice of Peace, Rocky Hill, and interview between Henry C. Adams and P. D. Lane, Justice of Peace, Far Hills.
(*c*) Interview between Henry C. Adams and Justice of Peace A. D. Flammer, Bound Brook.
(*d*) Interviews between Henry C. Adams and former Prosecuting Attorneys F. A. Pope and J. W. Griggs, also Constable-Detective Geo. D. Totten.
(*e*) Ibid.

The sheriff-constable system is a misnomer for a system in which the sheriff takes absolutely no part. The people elect about fifty constables, the prosecutor gives the work to two or three, and makes one a detective in all but name. The great fault of this system is that forty odd incompetent and inefficient constables have an authority which, although not often exercised, may be exercised disastrously.

The Justices of the Peace are just as ignorant of the law, and of their duties as justices as the constables are. In most places, ignorant men are the only ones who will take the position. (*a*).

The small fees given to constables often do not pay expenses of arrest, and discourage men of ability from becoming justices or constables. The fact that the constable does no patrol duty prevents him from having any deterring effect on crime. (*b*).

3. THE COST OF THE PRESENT PROTECTION.

The following table shows the total estimated cost of the present protection to be about $21,000. (*c*)

Cost of detective work (*d*)	$1,000
Constables acting as court officers	1,100
Other fees of constables	500
Estimated cost of regular police	16,000
Estimated cost of private police	3,000
Total	$21,600

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIMES IN THE COUNTY.

a. Complaints.

The number of complaints for the last five years was estimated to be 520. (*e*) From a study of other counties undoubtedly 520 complaints for five years is a very low estimate, so too much weight cannot be attached to these figures.

b. Grand Jury Indictments.

The table following shows the number of Grand Jury Indictments for the last five years, and also the number of fugitives and those not prosecuted. (*f*)

Number of indictments.	Fugitives.	Number not prosecuted.	Percent fugitives.	Percent indictments unpunished.
255	15	35	5⅞%	19⅜%

The number of indictments and fugitives is very small; but the per cent. of indictments where no action has been taken is large. These include all indictments not prosecuted except those where indicted man is serving time on another indictment. On the whole, the county detective has done very good work.

c. Records of the Justice of Peace.

Justice of Peace David S. Kitchen, Somerville, between 1910 and December 7, 1916, had records showing rural crime as follows:—Number of warrants issued, 298; warrants not returned, 44; seduction, 3; perjury, 2; assault and battery, 4; desertion, 2; lewdness, 1; threats, 2; petty larceny, 8; embezzlement, 5; forgery, 1; robbery, 1; carrying concealed weapons, 1; grand larceny, 7; vagrancy, 1; malicious mischief, 2; gambling house, 1; breaking and entering, 2; rape, 1.

Justice of the Peace Patrick J. Wahalen, of Mandeville, was unable to locate his docket. However, Mr. Wahalen said: "There is very little crime at Mandeville and practically no escapes."

(*a*) Interview between Henry C. Adams and F. W. Pope, former Prosecuting Attorney.
(*b*) Interview between Henry C. Adams and Geo. D. Totten.
(*c*) Interview between Henry C. Adams and the Sheriff.
(*d*) Interview between Henry C. Adams and the County Detective.
(*e*) Ibid.
(*f*) Letter dated Dec. 22, 1916, from A. G. Anderson, County Clerk of Somerset County.

Justice of the Peace R. L. Reed, Bound Brook, from September, 1911, to December, 1916, issued warrants for crimes as follows: Number of warrants issued, 331; warrants not returned, 26; forgery, 1; assault and battery, 7; defrauding boarding houses, 2; atrocious assault, 1; grand larceny, 4; breaking and entering, 1; rape, 1; gambling, 1; cruelty, 1; fraud, 1; petty larceny, 5; bribery, 1.

Justice of the Peace A. D. Flammer, Bound Brook, recorded the following amount of crime, and says that he very seldom enters a complaint in his criminal docket unless the warrant has been returned.

May, 1914, to December, 1916.

Number of warrants issued, 880; warrants not returned, 5; atrocious assault, 1; seduction, 1; grand larceny, 2; assault and battery, 1. Several others were not returned, but he has no record of them.

Justice of the Peace Joseph Navatto, Raritan, did not show his records, but he said that he had about 30 criminal cases a year and that most of the warrants were returned.

Justice of the Peace W. R. Sutphen, Somerville, did not show his records, but said that he issued about 100 warrants a year and that about 10 warrants a year were not returned.

Justice of the Peace Frederick Hand, North Plainfield, was elected Justice of the Peace in May, 1916, but has not issued a warrant since his election. While acting as Recorder for 3 years he did not issue over 12 warrants.

Justice of the Peace F. W. Harris, Rocky Hill, stated that the number of warrants issued was few, and that the number not returned in the last few years was 11; viz., murder, 2; robbery, 3; attempted murder, 1; burglary, 3; arson, 1; larceny, 1.

Justice of the Peace Guerin, of Bernardsville, only issues about 1 warrant a year. He says that William Prout, Recorder, has about 30 warrants to issue in the year and about 2 a year are not returned.

Justice of the Peace P. D. Lane, Far Hills, only issues 2 or 3 warrants a year. He does not remember any that have not been returned.

Justice of the Peace John Burns, Raritan, had the following records for the years June 1914, to December, 1916: Number of warrants issued, 49; warrants not returned, 8; grand larceny, 3; breaking and entering, 3; assault and battery, 2.

The summary of warrants issued by the majority of Justices of Peace in Somerset County is shown below. Where the Justice has not shown records, but has estimated the number of warrants issued, the estimate is used.

Number of warrants issued.	Warrants not returned.	Percent fugitives.
933	107	11⅜%

2. THE AMOUNT OF RURAL CRIME.

The whole county is rural and even the Justices of Peace in places like Raritan and Somerville have much of their work from outside of the towns. North Plainfield, the largest borough in the county except Somerville, has a very small percentage of crime; probably not more than two or three per cent. (*a*)

3. THE FOREIGN PROBLEM OF THE COUNTY.

Mandeville, Bound Brook, Millstone and Rocky Hill have a large percentage of foreigners. All these places except Rocky Hill are accessible, so not so much trouble is experienced in obtaining the necessary help from Somerville, but still more protection is needed.

Fred W. Harris, Justice of Peace, Rocky Hill, and formerly employed on the Philadelphia detective force, says in a letter to the Chamber of Commerce, dated December 11, 1916, in speaking of need of protection of different places:

(*a*) Police blotter, North Plainfield.

"At Mandeville, N. J., stands an asbestos works, employing approximately 2,000 foreign laborers, isolated from any protection, employer with his immense capital, employees with their families.

At the Atlantic Terra Cotta Company, likewise in Rocky Hill, and thousands of similar concerns throughout the State, what would be the result of sudden, unexpected strikes or riots?"

Speaking of Rocky Hill, Mr. Harris said:

"Robberies were so frequent in this borough two years ago, they entered three houses in one night, setting fire to one, which necessitated the forming of a vigilance committee when a force of twenty men patrolled the street all night for weeks."

4. RIOTS IN THE COUNTY.

No serious strikes or riots are reported for the last four years. In 1912 there was a strike at Bernardsville of 300 men, but no violence was done.

5. THE FOREST FIRE PROBLEM IN THE COUNTY.

The townships in which forest fires most frequently occur are Bedminster, Bernards, North Plainfield, and Warren. The fire warden has no efficient organization for fighting forest fires in Somerset County. In the district around Skillman there is no organization. Fires are quite frequent in the townships mentioned above, but usually are not of a very serious nature. The three fires which occurred in December, 1916, in the vicinity of Skillman covered a larger tract, and did more damage than any fire of recent years.

Mr. Harrison N. Vedder, a farmer who has had many years experience in an insurance business, said: "I would estimate that 640 acres of timber were burnt over and 7 or 8 square miles of territory by the Astbury fire. The value of the buildings burnt is about $12,000, and the damage to timber, between $500 and $1,000."

Mr. Vedder estimated that the houses burned by the Barber fire were worth about $5,000.

John Albertson, farmer, estimated the extent of the Barber fire to be 1000 acres and the damage done to timber to amount to about $500.

John H. Servis and Charles Brophy estimated the loss of buildings by both fires at $9,500, the loss of timber by the Astbury fire as "trifling." The loss in the Barber fire they estimated at $10 an acre, which for the area of 1000 acres, would be $10,000.

Mr. C. P. Wilbur, State Fire Warden, said that there was no local warden in that vicinity, but that they were taking steps to have an organization started; the investigation by the office showed 3 fires covering an area of 300, 400, and 60 acres respectively. Three hundred acres of the area burned was woodland; the value of the wood burned or damaged was estimated at $205. The damage to buildings was estimated at $13,570.

What the fire clearly shows is that more protection is needed either through State police or fire protector, under the State Fire Warden. Mr. Vedder and several others interviewed stated that if they had had the authority to "back fire" around the Astbury place they might have saved the buildings, but they did not feel like taking this responsibility, as the "back firing" might have destroyed the building in spite of them. Undoubtedly an organization would have saved many of the buildings.

Another element of cost to be considered is the loss of time to the farmers which would amount up to $400 or $500. About four other houses narrowly escaped burning on account of forest fires.

In 1915, there were 47 fires, 21 covering less than 5 acres each, in this county. An area of 1766 acres was burned over at a loss of $1,933, plus $815.55, the cost of extinguishing. Only 3 offenders against fire law were arrested. (*a*)

(*a*) Report of Conservation and Development for 1913.

A table of the forest fires in the county in 1915 follows:

FIRE WARDEN'S REPORT

Somerset County.	Forest Fires	Embryo Fires	Acres Burned	Loss to forests and other property
Bernards	3	12	35	$ 35
Bridgewater	6	2	69	108
North Plainfield	15	6	1,625	1,750
Warren	2	1	37	40
Total	26	21	1,766	$1,933

In 1914, 42 fires occurred at a loss of $1,045. (*a*)

6. THE ENFORCEMENT OF THE FISH AND GAME LAWS.

There seems to be no special complaint in regard to enforcement of these laws in this county.

7. THE ENFORCEMENT OF THE ROAD LAWS.

No complaint is made in regard to the present enforcement of these laws.

5—Newspaper and Letter Clippings on the County Police Problem

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following letter from the Justice of Peace at Rocky Hill and a news item are given, therefore, as having a bearing on the Somerset County police problem.

Letter dated December 11, 1916, to Chamber of Commerce. from F. W. Harris, Justice of the Peace at Rocky Hill, and formerly on the detective force in Philadelphia. Mr. Harris says, in part:

"The functions of such a body as is maintained in Pennsylvania would save the State thousands of dollars in numerous ways, first as guardians of law and order, suppression of riots and mob violence during strikes, especially in the outlying districts, where no protection whatever is offered at present by State or County, until violence has worked its will.

"Second, to act as inspectors of highways, regulation of automobile traffic, etc., thereby abolishing hundreds of useless highway inspectors, appointed for political purposes, also to protect game and fisheries, property and human life, by running down murderers, thieves, and criminals of all kinds. The great labor organizations tell us that they are opposed to lawlessness in any form, why then, are they exerting every spark of energy they possess to oppose this much needed protection.

"At Mandeville, N. J., stands an asbestos works, employing approximately 2000 foreign laborers, isolated from any protection, employer with his immense capital, employees with his family.

"The Atlantic Terra Cotta Company likewise, in Rocky Hill, and thousands of similar concerns throughout the State what would be the result of sudden, unexpected strikes and riots? The writer can state here that our company is compelled to send a distance of over one-half mile along a lonely road to get their pay money and have had the experience of being held up by three masked men, who made their escape and were never apprehended.

"Some years ago thugs entered the residence of James Oppie, who conducted a grocery store in Griggstown. They beat him to death, tied his wife to the bedpost, accomplished their object and escaped, and to this day they have never been apprehended.

"One Dominic Inamorat walking out of the hotel in this place one Saturday afternoon some two years ago, drew a revolver and fired two shots into the body of another man and made his escape.

"Ninety per cent. of the failures in capturing offenders are caused through the authorities marking time and delaying action, which would be eliminated in most instances by having competent capable officers, trained to perfection in the machinations of criminals, ready at all times, for the call to duty.

"Shortly after all this clean-up my residence was entered at 2 A. M., whether for robbery or revenge has never been known, as the culprits made their escape slightly in advance of two .45 Colt bullets. Robberies were so frequent in this borough two years ago, they entered three houses in one night, setting fire to one which necessitated the forming of a vigilance committee, when a force of twenty men patrolled the street all night for weeks.

"In October a stolen horse and buggy were recovered tied under a shed, the owner was found. The thief made his escape."

Newark Evening News. *Oct. 30, 1916.*

MURDER TRIAL ON OF BERNARDS MEN.

"The trial of Alvah Stillwell, Lewis Beam and Orvil Burd for the murder of Thomas Davies, who was killed June 24 in a drunken street row in Bernardsville, was begun this morning before Supreme Court Justice Charles W. Parker and Judge Daniel M. Beekman and a jury in the Somerset Court."

6—Opinions of Governmental Officials and Others

Prosecuting Attorney A. M. Beekman is not favorable to State police. He says that he thinks rural patrol is a good thing in places like Bernardsville, but the State should not have to pay. There are some complaints in places like Millington and Bernardsville that cannot be taken care of by a constable, he says. In regard to using State police for strikes Mr. Beekman says: "It is like throwing a red flag in front of a bull." He also stated that many of the Justices of the Peace ought to be indicted themselves.

Frederick A. Pope, former Prosecuting Attorney, favors State police from an economical point of view, as their training makes them very efficient in handling large public gatherings. Mr. Pope thought he was very fortunate in having four good constables during his term of office, out of about fifty in all.

G. W. Griggs, former Prosecuting Attorney, is undecided as to the advisability of State police in New Jersey, but does not think there is any need for them in Somerset County as the county detective is very efficient, although the constables are of a low class.

Sheriff Charles P. Sebring does not think there is any need for State police as it would be a needless expense in a county of this character.

George D. Totten, constable-detective, said he thought that State police would be of no benefit as the prosecuting officers were amply able to take care of the criminal work. He said that on an average of 2 complaints a week were turned in to him.

Probation Officer J. H. Osborn considers that State police would only be of value where strikes and riots were prevalent. For many years Somerset County has had no strikes in which there was any violence, so State police would seem foolish in this county, he said.

Justice of the Peace David S. Kitchen, Somerville, and Patrick Wahalen, Mandeville, both favor State police for rural patrol. Mr. Wahalen says that there are a good many foreigners in Mandeville, but that they have not experienced much trouble.

Mr. H. A. Suydam, of Bound Brook, says that in a population of less than 8,000 there are 2,500 foreigners in Bound Brook. He also made the remarkable statement that in a negro population of about 400, there were 102 silent births in a year, and very few of the sexual crimes committed by the foreign element were ever investigated or punished.

Justice of the Peace Joseph Navatto, Raritan, does not favor State police. He says that there has been no trouble in Raritan sufficient to warrant an extra expense for a State police.

W. S. Woodruff, secretary of the Chamber of Commerce, Somerville, favors State police, as he thinks it would be especially beneficial to decrease the amount of fires.

Justice of the Peace Frederick Hand, North Plainfield, favors State police for rural districts, and Chief of Police George Weiss, North Plainfield, also favors State police for rural patrol, although he says that in North Plainfield they have had very little trouble.

Harrison W. Vedder, Skillman, who is a large land owner and a very prominent man in the locality, favors State police very strongly for the prevention of the repetition of the recent fire in Zion; he says that it is impossible to keep pigeon or fancy birds of any kind on the surrounding land as the hunters shoot them. Last year he had 200 bushels of corn stolen by the mountaineers, who are a very lawless class in a small way. Mr. Vedder says that is a common experience of the large farmer through that district, and also is practically a yearly occurrence. His theory is that State police, by giving the protection needed to this beautiful rural locality would more than pay for its expense in the added value of the land and influx of the residents from the larger cities.

Justice of the Peace P. D. Lane, Far Hills, says that there is a good deal of petty larceny and other petty crimes through the rural districts in his section, which the docket does not show, as there is no one who seems to take the responsibility of making complaints and having arrests made.

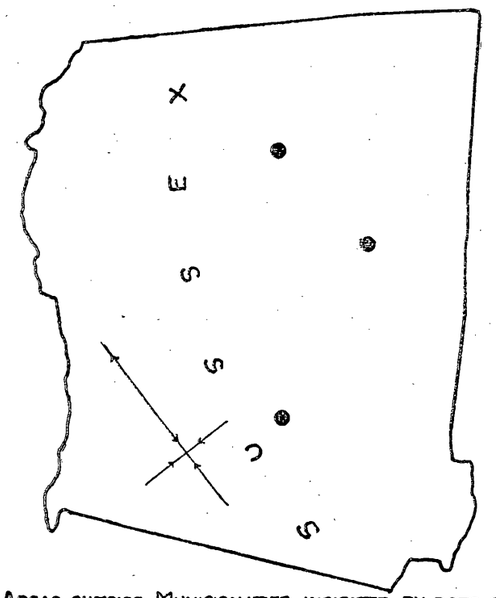
Justice of the Peace F. W. Harris, Rocky Hills, favors State police strongly. About a year ago there was a black hand case in Rocky Hill which took them nearly a year to unravel. Rocky Hill has a foreign population of about 400 out of a total population of 500. The foreigners are Italians, Pollacks, and Hungarians; they have caused a good deal of trouble in the past, especially when the factory is working to capacity. At present they have to telephone to Somerville and have the county detective come up to make any arrest. Mr. Harris says that in case of any trouble with the men at the Atlantic Terra Cotta Works, the town would be absolutely at the mercy of the foreigners.

7—Summary

In the rural sections such as the section surrounding Skillman, and also in the vicinity of Bernardsville and Rocky Hill, a patrol would be very useful in detecting or preventing small crimes. If there was such a patrol it seems to be the general opinion that it would have a very good effect on the mountaineers besides filling a pressing need for a more adequate fire protection in these sections of the county.

(*a*) Report of Conservation and Development for 1914.

SUSSEX COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in three municipalities. The remaining unpatrolled area contains 70% (or 18,282) of total population and 56% ($7,156,511) of all devastable property in county.

Records of county are not sufficiently complete or accurate to state number of fugitives or unpunished complaints. Estimates of officials vary.

Fire loss in 1915 was $3,961.

Prosecutor says that State Police is too expensive and not needed.

1.—The Geographical and Sociological Nature of the County

Sussex County is in the extreme northwest corner of the State, and is bounded by New York State on the north, Pennsylvania and the Delaware River on the west, Warren County on the south, and Passaic and Morris counties on the east. It is rectangular in shape, about 20 miles east and west by 28 miles north and south, and its area is 529 square miles, being the fourth largest county in the State in area. There are 23 towns, boroughs and townships. Its population by the United States census of 1910 was 26,781, of whom 4,147 or 15% were foreign. By the State census of 1915 its population was 25,977, it being the only county

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator William B. Mendes and from correspondence with officials and the public generally.

in the State to show a loss since 1910. There are two other counties in the State (Ocean and Cape May), however, which have a smaller population. The county is very hilly. Two small ranges of mountains run north and south—the Sparta range in the eastern part and the Kittatinny in the western part. The county is one of the most thinly settled in the State. With the exception of a few scattered mills and one or two mines, the people are occupied in farming, being especially prosperous around Sussex. There is little commercial life, except in five or six towns and boroughs. The leading population centres are Newton, the county seat, and Franklin and Sussex boroughs. Of the 26,000 people, about 6,000 are supported by work in mines and mills; 4,000 in other commercial activities; 2,000 are of the mountaineer type, and 14,000 are on the farms. The New Jersey Zinc Mine at Franklin, employing about 1,000, is the largest single industry in the county.

Means of communication between different sections of the county are extremely poor. There is no railroad in the western half of the county, although no point in the county is more than 14 miles from the railroad and in direct line, the distance by road over the mountains is very much greater. There are four railroads in the county—the Lehigh and New England and the Lehigh and Hudson River run two or three trains a day; the New York, Susquehanna and Western, a few more. The Delaware, Lackawanna & Western runs a spur line through Newton as far as Brockfield and Franklin Furnace. Newton has 6 trains a day to New York City but the railroad communication between different sections of the county is very difficult, since there is no single system which reaches more than a few points in the county. There are no real commercial arteries in the county. The use of the automobile has brought about some improvement in means of communications; but many of the roads are so poor that the improvement is not great. The county is really composed of many separate communities the people of which know little or nothing of the people in other communities.

2—A Survey of the Police Protection in County at Present

1. Municipal.

In three or four of the larger communities there is a police force of one or two men.

2. County.

Outside of the forces mentioned above the only police protection is the Sheriff and the township constable.

3. Private.

There are no private police in Sussex County.

3—The Adequacy of the Present Protection.

1. Amount of Unpunished Crime.

a. Crime for which there is no record

It seems probable that the greater number of crimes in Sussex County are never recorded. It is often the case that a criminal is not indicted until after apprehension and a warrant is not usually sworn out before a justice except where the man sought can be easily reached. The physical difficulties in the way of apprehending criminals in this county are such that this practice has arisen. No Justice of the Peace resides nearer than 5 or 6 miles from many criminal sections. It is not likely that for the smaller offenses the parties aggrieved will travel that distance to make a complaint. So in some districts of the county a sort of self-administered law prevails. The sheriff or deputy sheriff is not apt to travel 15 or 20 miles on poor roads to apprehend a criminal unless the case is of some importance and there is a probability of success.

With the exception of the complaint dockets of the Justices of the Peace there are no records whatever of complaints kept in the county. Neither the Prosecutor, the Sheriff, county detective or any other county official keeps a record of complaints made. (*a*) The dockets of the Justices of the Peace are of little or no value as a basis for estimating rural crime and effecting police protection. People seldom register a complaint unless they know the offending person and his whereabouts, so that he may be arrested if a warrant is issued. In many cases, even then, no arrest is made because the expense to the constable of traveling to the place where the person is to be found is greater than the fee which he will receive for the arrest. Some of the justices keep no records.

b. Difference between number of complaints and Grand Jury Indictments plus Special Sessions Cases.

Since there is no record of the complaints kept in this county, it is not possible to make any comparison between the number of complaints and the number of Grand Jury indictments and Special Sessions cases.

c. The number of criminals indicted by the Grand Jury but never apprehended.

Of the 248 indictments and allegations from 1911-1916, 246 were apprehended and 2 were not apprehended. The reason for this small number of fugitives lies in the fact that very rarely is any one ever indicted unless he be first apprehended. The usual process is a complaint to a Justice of the Peace, warrant issued by him, and arrest by him, detention at the county jail ordered by the justice, indictment by the County Prosecutor. Hence it is evident where a man is not arrested his case will rarely come up for indictment. The record, therefore, affords no basis of estimating the number of crimes committed in the county which have not been punished. (*b*)

2. The Effectiveness of the Sheriff-Constable System.

In this county, because of the difficult means of travel, the Sheriff-Constable system gives exceptionally poor results. While it is true that conscientious efforts are made to apprehend the criminal in cases of great importance, in many of the minor cases Sheriffs and constables refuse to try to apprehend the criminal for the reason that in many cases the cost of apprehension would be greater than the officer's fee. The constables are not usually selected to maintain order. Their function is merely serving papers, neither by inclination or training are they fitted for arresting criminals, nor is there any incentive for them to try to prevent crime.

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes in the County.

a. Complaints.

There is no record of the complaints made to county officials, and it has therefore been necessary to confine this report to the complaints made to the leading Justices of Peace. This is obviously a very fragmentary suggestion of the county crime.

Nearly all of the business before justices in the county is handled by Justices Whitney, Clopper, and Ewald. These three justices hold their seats in the three town centers of the county, Newton, Franklin and Sussex. They totaled 646 complaints over a period of five years, the records of which are given below. There is virtually no record whatever of the more rural districts. The few justices handle one or two cases a year and keep very few records. Justice Cole, of Montague township, had 11 cases recorded in 5 years, while Justice Fuller, of Amesville, said that there was much rural crime of which he had no record and which never came to the Justice of the Peace. (*c*) It seems that very

(*a*) Interview of Wm. C. Mendes with various county officials.
(*b*) Ibid.
(*c*) Interview with Wm. C. Mendes.

little of the crime is handled in this way. Unless one can actually lay hands on the offending criminal there is no use to make a complaint. As no county records of complaints are kept it is almost impossible to form an estimate on the prevalence of crime except through the opinions of various persons throughout the county.

The following complaints show on the records of five of the leading Justices of the Peace in Sussex County:

Records of Justice J. E. Whitney of Newton:

	1911	1912	1913	1914	1915	1916	Total
Adultery	..	..	2	..	..	..	2
Arson	..	..	..	..	1	..	1
Assault and battery	16	10	19	14	12	8	79
Assault to rape	1	1	..	..	4	..	6
Breaking and entering	..	..	2	2	..	5	9
Breaking jail	..	1	..	..	3	..	4
Burglary	2	..	..	..	..	1	3
Embezzlement	..	..	5	..	5	..	10
False pretenses	..	1	..	2	..	..	3
Forgery	..	..	..	1	..	..	1
Fornication	..	..	..	1	1	..	2
Incest	..	2	..	..	..	..	2
Larceny	6	12	6	4	4	14	46
Malicious mischief	2	1	..	1	1	3	8
Misdemeanor	..	2	6	4	5	4	21
Murder	..	..	..	1	1	..	2
Rape	1	..	2	1	3	..	7
Receiving stolen goods	..	1	1	..	..	..	2
Robbery	..	..	..	..	..	1	1
Seduction	..	..	..	1	..	..	1
Threats	1	2	..	2	..	..	5
Threatening life	..	..	..	2	..	..	2
Threats to kill	..	1	..	..	..	..	1
							217

During this period there were twelve warrants issued which were never returned.

Records of Justice of Peace Cloffer for 1911-1915:

Adultery	1
Assault and battery	51
Assault with intent to kill	32
Attempt suicide	4
Breaking and entering	17
Counterfeits	1
Disorderly conduct	158
Embezzlement	2
Fornication	9
Fugitives	1
Impeding or obstructing officer	2
Juvenile delinquency	1
Larceny	47
Malicious mischief	8
Misdemeanor	37
Murder	1
Receiving stolen goods	2
Seduction	6
Threatening to take life	11
Total	391

Records of Justice Frank B. Ewald of Sussex:

	1914	1915	1916	Total
Arson	..	..	1	1
Assault and battery	7	4	7	18
Breaking and entering	1	1	..	2
Disorderly conduct	3	1	..	4
Embezzlement	..	1	1	2
Larceny	..	8	2	10
Rape	..	1	..	1
Threats to kill	..	3	..	3
				41

Records of Justice Geo. C. Smith of Hamburg:

	1912	1913	1914	1915	1916	Total
Adultery	..	..	1	..	..	1
Arson	1	..	..	..	..	1
Assault and battery	4	5	5	3	4	21
Assault to rape	..	..	..	1	..	1
Disorderly conduct	2	4	1	2	3	12
False pretenses	..	..	1	..	1	2
Forgery	3	..	..	..	..	3
Larceny	2	3	3	..	1	9
Malicious mischief	..	..	1	..	..	1
Threats	..	..	..	1	..	1
Threatening life	..	..	1	..	1	2
						54

Records of Justice Cole of Montague:

It was reported that Justice Cole has had eleven cases during the last five years.

b. Grand Jury Indictments and Special Sessions Cases.

The total number of indictments and Special Sessions cases in Sussex County, from September, 1911, to September, 1916, was 248. The annexed tables show the distribution of these cases by localities:

FRANKLIN.

(Indictments and Allegations on Waiver of Indictments.)

	1913	1914	1915	1916	Total
Assault and battery	..	1	9	..	10
Assault with a pistol	..	..	1	..	1
Assault with intent to kill	..	1	..	1	2
Attempted suicide	..	1	..	1	2
Breaking, entering and larceny	..	3	..	2	5
Breaking, entering with intent to steal	..	1	..	..	1
Concealed weapons	..	..	1	..	1
Embezzlement	..	1	..	..	1
Entering with intent to rape	..	..	1	..	1
Juvenile delinquency	1	..	..	1	2
Larceny	3	1	3	4	11
Manslaughter	..	1	..	..	1
Misdemeanor	..	1	1	1	3
Murder	..	..	1	..	1
Rape	..	1	..	..	1
Robbery	..	..	..	2	2
					45

NEWTON.

(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	3	1	..	..	4
Assault with intent to rape	..	..	..	1	..	..	1
Attempted suicide	..	..	..	..	1	..	1
Breaking, entering and and larceny	..	..	2	..	..	..	2
Breaking jail	2	..	..	..	1	..	3
Concealed weapons	..	..	1	..	..	..	1
Defrauding proprietor	..	..	1	..	..	..	1
Desertion	..	..	..	1	..	..	1
Embezzlement	..	..	..	..	1	..	1
Entering, breaking, with intent to steal	..	..	..	..	1	..	1
Forgery	..	..	..	1	..	1	2
Fornication	..	..	1	..	..	..	1
Impeding or obstructing officer	1	..	..	..	..	..	1
Juvenile delinquency	..	1	..	..	1	2	4
Larceny	1	3	2	5	..	..	11
Misdemeanor	..	3	..	..	..	..	3
Open lewdness	..	..	..	1	..	..	1
Procuring miscarriage and death of child	..	..	3	..	..	..	3
Resisting officer	..	..	..	..	1	..	1
Secreting hired goods	1	..	..	..	..	..	1
							44

HARDYSTOWN

(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault with intent to kill	2	..	..	1	..	..	3
Defrauding proprietor	..	..	..	1	..	..	1
Entering, breaking and larceny	..	1	..	..	..	..	1
Fornication	..	..	1	..	..	..	1
Impeding or obstructing officer	1	..	..	..	..	..	1
Juvenile delinquency	..	..	1	..	..	..	1
Larceny	1	..	1	1	..	..	3
Manslaughter	..	1	..	..	..	..	1
Misdemeanor	1	3	1	2	..	..	7
Rape	..	..	1	1	..	..	2
Threatening to take life	1	..	..	..	..	..	1
							22

VERNON.

(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault with intent to kill	..	..	..	1	..	..	1
Desertion	1	..	..	..	..	..	1
Entering, breaking and larceny	..	..	..	3	..	..	3
Forgery	..	..	..	1	..	..	1
Manslaughter	..	..	1	..	..	..	1
Mayhem	..	..	1	..	..	..	1
Misdemeanor	..	1	..	1	..	..	2
Receiving stolen goods	..	..	..	3	..	..	3
							13

WANTAGE.

(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	2	..	..	1	..	..	3
Assault with intent to kill	..	..	..	..	..	1	1
Juvenile delinquency	..	..	..	1	..	..	1
Larceny	..	..	..	2	1	2	5
Misdemeanor	..	..	..	..	1	..	1
Murder	..	..	1	..	..	..	1
							12

FRANKFORD.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	..	3	..	..	3
Breaking and entering	..	..	1	..	..	..	1
Disorderly house	..	1	..	..	..	..	1
Fornication	..	..	..	1	..	..	1
Larceny	1	..	..	1	1	..	3
Misdemeanor	..	..	2	..	..	..	2
Resisting officer	..	..	..	1	..	..	1
							12

ANDOVER.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	1	..	..	..	1
Assault with intent to kill	..	..	..	1	..	..	1
Assault with intent to rape	..	..	..	..	1	..	1
Defrauding proprietor	..	..	..	..	1	..	1
Juvenile delinquency	..	..	..	..	..	1	1
Larceny	..	..	..	2	..	..	2
Misdemeanor	2	1	..	..	..	2	5
							12

STILLWATER.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Adultery	..	1	..	..	..	..	1
Assault with intent to kill	..	..	..	1	..	..	1
Concealed weapons	..	..	1	..	..	..	1
Entering, breaking and larceny	..	..	1	..	..	..	1
Forgery	..	..	..	2	..	..	2
Fornication	..	..	1	..	..	..	1
Incest	..	1	..	..	..	..	1
Larceny	..	..	..	1	..	1	2
Misdemeanor	..	1	..	..	..	..	1
							11

SPARTA.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and Battery	..	1	..	..	..	..	1
Assault with intent to kill	..	..	..	..	1	..	1
Assault with intent to rape	1	..	..	..	..	..	1
Embezzlement	..	..	..	1	..	..	1
Entering, breaking and larceny	..	2	..	..	..	..	2
Forgery	..	1	1	..	..	..	2
Misdemeanor	..	..	..	1	..	..	1
Threatening to take life	..	..	..	..	..	1	1
							10

HAMPTON.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and Battery	..	..	..	2	1	..	3
Assault with intent to kill	..	..	..	..	1	..	1
Breaking prison	..	1	..	..	..	..	1
Entering breaking with intent to steal	..	..	1	..	..	..	1
Larceny	2	..	..	..	..	..	2
Misdemeanor	..	1	..	..	1	..	2
							10

SUSSEX.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	..	..	1	..	1
Breaking, entering with intent to steal	..	..	2	..	..	..	2
Forgery	..	..	..	..	1	..	1
Juvenile delinquency	..	..	..	..	1	..	1
Larceny	1	..	..	..	3	..	4
Misdemeanor	..	1	..	..	..	..	1
							10

SANDYSTON.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Larceny	..	..	..	..	1	..	1
Misdemeanor	..	1	..	5	..	..	6
							7

OGDENSBURG.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	..	..	2	..	2
Assault with intent to kill	..	..	..	..	2	..	2
Larceny	..	..	..	..	1	..	1
Misdemeanor	..	..	..	..	..	1	1
							6

BRANCHVILLE.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Embezzlement	..	..	1	..	..	..	1
Entering, breaking and larceny	..	..	..	..	3	..	3
Juvenile delinquency	..	..	1	..	..	..	1
Larceny	1	..	..	..	..	..	1
							6

LAFAYETTE.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	2	..	..	..	1	..	3
Breaking and entering, and larceny	..	2	..	..	..	..	2
Larceny	..	..	1	..	..	..	1
							6

MONTAGUE.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	1	..	..	..	1
Entering, breaking, larceny	..	..	..	1	1	..	2
Larceny	..	..	..	1	..	..	1
Misdemeanor	..	1	..	..	1	..	2
							6

BRYAM.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	1	..	..	..	..	..	1
Fornication	..	..	1	..	..	..	1
Misdemeanor	..	2	..	..	..	..	2
							4

STANHOPE.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	..	..	..	1	..	..	1
Breaking, entering and larceny	..	..	..	1	..	..	1
Larceny	..	..	..	1	..	..	1
							3

GREEN.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	1	..	..	..	..	..	1
Misdemeanor	..	1	..	..	..	1	2
							3

HOPATCONG.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault with intent to kill	..	..	..	..	..	1	1
Larceny	..	..	1	..	..	..	1
							2

SANFORD.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Misdemeanor	..	1	..	..	..	..	1
							1

FREDON.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Misdemeanor	..	1	..	..	..	..	1
							1

WALPACK.
(Indictments and Allegations on Waiver of Indictments.)

	1911	1912	1913	1914	1915	1916	Total
Assault and battery	1	..	..	..	..	..	1
							1

2. THE AMOUNT OF RURAL CRIME.

The opinion of nearly all of the police officers and Justices of the Peace indicates much rural crime which goes unpunished. Justice Fuller, (*a*) of Hamesville, says that he never hears of most of the rural crimes. Many difficulties are settled by personal fights.

Mounted officer H. C. Irons, (*b*) of Franklin Borough, made 286 arrests in one year. He says that, by means of automobiles, total strangers from foreign communities can now easily come into a town and rob it and be off without leaving a sign or clue to their identity. Not long ago Watson's Hotel safe was broken open by an automobile gang and robbed, and no clue left. The Recorder of Branchville, J. McManneck, says that cottages at Calvers Lake are broken into every winter, that most rural crime never comes to life and is never reported.

(*a*) Interview with Wm. C. Mendes.
(*b*) Ibid.

Godfrey Wheeling, (*a*) owner of the Buck House at Montague, says that in summer, when the boys are at work, there is very little crime, but in the winter there is considerable chicken stealing, and there is need for a State police. The Montague section is in the extreme northwest corner of the county and is, in fact, a primitive mountain region. As one man said, "They settle their own fights." He asked, "Why go to the expense in settling their fights for them?" There have been no riot troubles at the mines; but should any such occur there is absolutely no protection. The people of the county are for the most part peaceful and quiet farmers but there are a few who cause a great deal of trouble. The records do not show the distribution of crime in the county between towns and rural communities. Almost the whole section is rural.

3. THE FOREIGN PROBLEM OF THE COUNTY.

Only about 15% of the population of the county are foreigners. The principal foreign section is at Franklin. Here there are about 2500 foreigners, which is more than half the population. These people are of a polyglot character. They are not in a high state of development. It seems that 90 cent whiskey is easily obtained, and when these men get it they become practically crazy and cause much trouble.

4. RIOTS IN THE COUNTY.

There have been no riots of consequence in the county.

5. THE FOREST FIRE PROBLEM IN THE COUNTY.

Considerable portions of the county are forested. The loss by forest fires has been comparatively small. The following table from the Fire Warden's report, of 1915, shows the number of forest fires and the loss:

	Forest Fires.	Embryo Fires.	Acres Burned.	Loss to Forest and Other Property.
Andover	1	..	43	80
Byram	8	5	510	725
Frankford	1	..	150	300
Franklin (boro.)	1	..	115	75
Hampton	..	3	..	..
Hardyston	3	7	91	91
Montauge	2	1	1,080	1,600
Ogdensburg (boro.)	2	4	17	30
Sandyston	1	2	300	300
Sparta	5	6	540	640
Stillwater	..	3	..	10
Vernon	5	..	106	110
Total	29	31	2,952	$3,961

6. THE ENFORCEMENT OF THE FISH AND GAME LAWS.

It is safe to say that by far the greater number of the violations of the fish and game laws are never reported or punished. It would be practically impossible, under present conditions, to prevent violations of the game law in this county.

7. THE ENFORCEMENT OF THE ROAD LAWS.

There is not so much automobile travel in this county as in others. The enforcement of the road law does not present so great a problem, but there are many instances of violations.

5—Newspaper and Letter Clippings on the Police Problems

One of the most valuable means by which to estimate the police problems in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following extract has been chosen therefore, with reference to the Sussex County police problems:

(*a*) Interview with Wm. C. Mendes.

Newark Evening News. *September 27, 1915.*

MOUNTED POLICEMAN WANTED AT FRANKLIN.

* * * "Irons was recommended to the local officials by the superintendent of the Pennsylvania constabulary, who had learned that the town wanted a mounted policeman to get quickly on the scenes of the numerous fights that have been resulting during the last year among the foreigners who have been brawling over the outcome of the war."

6—Opinions of Governmental Officials

The opinions of the governmental officials, in regard to a State police for Sussex County, have been given and are listed below:

WILLIAM A. DOLAN, *Prosecutor of the Pleas, Sussex County, N. J.* He said there was considerale rural petty crime as to which nothing was ever done; but a State police would not prevent or help in this matter. It is too expensive; the county does not want its taxation increased, he said. He keeps no record of complaints made to him, unless it is a question of indictment. The usual course of indictment is as follows: A complaint is made to a Justice of the Peace and, if he thinks it proper, warrant is issued and the complaint is recorded in his docket. If the man is apprehended and brought before the Justice of the Peace, the Justice then decides whether to turn him over to the Prosecutor for indictment. When turned over to the Prosecutor, he investigates and if he thinks that the case warrants it the already apprehended prisoner's name is handed to the Grand Jury for indictment. Seven out of ten cases waive indictment and are tried on allegations. Once in a very great while (twice in five years as far as poor and inadequate records may be relied upon) the Prosecutor indicts a man before he has been apprehended. (*a*)

WILLIAM S. WHEELING, *Sheriff of Sussex County,* says that he could do more effective work in deterring crime and apprehending criminals in his county if he had the assistance of an efficient State police patrol, and that he feels there should be more added protection to the rural section of the county, such as a State police patrol might give. (*e*)

H. C. IRONS, *Mounted Police Officer for the Borough of Franklin.* Mr. Irons is strongly in favor of the State police system. He thinks there is much to be accomplished in the line of rural work. Mr. Irons lays especial emphasis on the advent of the automobile. Total strangers from foreign counties can now easily come into a town, rob it and be off with no sign or clue to their identity left. A short while ago the Watson Hotel safe was blown open by an automobile gang, and robbed, and no clue left. State police in these affairs, he says, are of inconceivable value. (*b*)

Justice of the Peace, FULLER, *Hamesville.* Justice Fuller contends that there is much need for a State police. Most of the rural doings never get on record, he says, but are settled usually by personal fights. (*c*)

Justice of the Peace, WHITNEY, *for Town of Newton.* Mr. Whitney is strongly in favor of a State police system. According to him, the rural sections of the county are in great need for the protection afforded by such an organization. (*d*)

7—Summary

Sussex County is large, very thinly settled, and broken up by mountains, and there is no effective and quick means of communication between most parts of the county.

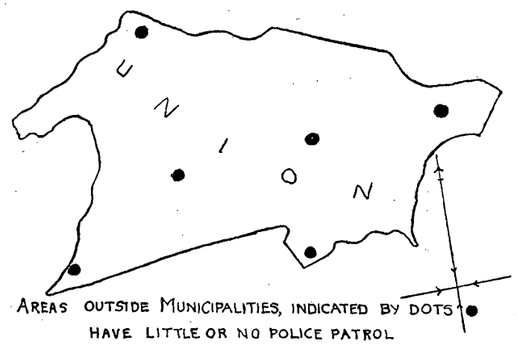
The population is mostly rural. The county is made up, in

(*a*) Interviews with Wm. C. Mendes.
(*b*) Ibid.
(*c*) Ibid.
(*d*) Ibid.
(*e*) Ibid.

fact, of many separate communities, the people in which know little or nothing about the people in other communities of the township.

Most sections of the county are comparatively peaceful. In other sections there is considerable unpunished lawlessness. Records of crime are very incomplete. It is the opinion of various Justices of the Peace, police officers and other well informed individuals, that the greater portion of crime in rural districts goes unpunished. Most of this, however, is of a petty nature rather than serious. However, when serious crimes do occur, the situation of the county adjoining two other states, the poor and slow means of communication, and the small number and scattered location of peace officers, make apprehension of criminals difficult.

UNION COUNTY



There is police patrol in twelve municipalities. The remaining unpatrolled area contains 38% (or 63,730) of total population and 44% (or $49,413,143) of all devastable property in county.

141, or 15.5% of all criminals indicted during 1911-1916, have become fugitives.

249, or 25.1% of all complaints of crime during 1914-1916, have not resulted in punishment to any criminal.

Prosecutor does not see need for State Police in Union County.

1— The Geographical and Sociological Nature of the Country

Union County is in the east central portion of the northern half of the State. It is bounded by Essex County on the north; Middlesex County on the south, and Morris and Somerest Counties on the west. It has a water front of 8 miles on Arthur Kill and Newark Bay. Part of the county lies directly west of Staten Island. Its area is 103 square miles, it being the smallest county in the State except Hudson. It is about 8 miles in breadth north and south by 13 in length east and west. The population in 1910 was 140,197 of whom 38,593 or 27% were foreign. The population by the State census of 1915 was 167,322. There are 4 cities in the county.

Elizabeth with a population of 82,036.
Plainfield with a population of 24,516.
Rahway with a population of 9586.
Summit with a population of 9136
Westfield Town with a population of 8147.

There are also 16 townships and boroughs in addition to these cities and towns. The county is exceptionally well supplied with transportation facilities. Two main lines of the Central Railroad of New Jersey pass through the county and two main lines of the Pennsylvania Railroad including its main lines between New York and Pittsburg. The Lehigh Valley and the Baltimore & Ohio also pass through the county. No place in the county is more than two miles from the railroad. There are practically no forests in the county. Some of the cities in the county such as Summit, are mainly residential. The central portion of the county is a farming region. The western portion is hilly and a good many large country homes are located there. The eastern portion along Arthur Kill and Newark Bay is a low tide-marsh region. The transportation facilities in this district makes the location desirable for factories and there are several factories of considerable importance in this section. Elizabeth is the county seat and contains 50% of the population. All parts of the county are easily accessible from it. There are many industries in Elizabeth, the most important among these being the Singer Sewing Machine Factory employing about 10,000 people. Most of the Elizabeth industries employ skilled labor and the percentage of foreign labor there is comparatively low. The factories on the eastern coast employ largely unskilled labor and the percentage of foreign labor there is very high.

2—A Survey of the Police Protection of the County at Present

1. MUNICIPAL.

Elizabeth has one hundred and thirty uniformed police, Plainfield thirty, Summit eleven, Rahway fifteen, Westfield ten, Cranford seven, Roselle five or six, Roselle Park five or six, Linden three, Garwood two, Springfield one, Fanwood Township one; Hillside, New Providence, Union Township and Linden have a non-uniformed emergency patrol.

2. COUNTY.

The present police protection in the county consists of a chief detective, and three other detectives.

3. PRIVATE.

Some of the factories maintain private forces of watchmen, but more in the nature of police. In one of the fruit sections the farmers have for sometime been compelled to hire patrolmen to protect them from thieves.

3—The Adequacy of the Present Protection

1. THE AMOUNT OF UNPUNISHED CRIME.

a. Crimes for which there is no record.

In investigating the amount of unpunished crime in the county, only the records of the Prosecutor's office have been examined. No attempt has been made to go to the records of the Justices of the Peace.

Naturally there is much petty crime of which no complaint is made, and of which there is nowhere any record. The farmers in some sections of the county complain of much thievery, and have even in one locality hired a private patrol to prevent fruit stealing.

b. The number of complaints which do not result in Grand Jury Indictments or Special Sessions Cases.

The annexed table gives a comparison for the years from 1914 to 1916, between the total number of complaints made to the Prosecutor and the number of Grand Jury indictments and Special Sessions prosecutions. It appears that 993 complaints were made in the three years investigated, and of this number 249 or 25.1% did not result in Indictment or Special Sessions case.

The tabulations and other data contained in this county study were secured from field investigations within the county by Investigators William P. Ahmuty, William B. Mendes, and Gale Pheasant and from correspondence with officials and the public generally.

Comparison between combined number of Grand Jury indictments and Special Sessions cases and number of complaints, 1914-1916:

	Complaints.	Indictments and Special Session. cases.	Complaints which did not result in indictment or Special Session case. Number.	Percent.
1914	286	273	13	4.5
1915	359	275	84	23.3
1916	348	196	152	43.7
	993	744	249	25.

c. The number of criminals indicted by the Grand Jury but never apprehended

One measure of the efficiency of police protection is to compare the number of persons indicted by the Grand Jury with the number of such persons apprehended. During the years 1911 to 1916, 911 persons were indicted in Union County. Of this number 141, or 15.5%, were never apprehended.

The following table shows, by years, the character of cases for which the defendants were unapprehended:

UNION COUNTY.
Unapprehended.

1916.

	City.	Town.	Borough.	Total
Assault and battery	5	..	..	5
Arson	1	..	..	1
Breaking and entering	1	..	..	1
Carrying concealed weapons	..	1	..	1
Desertion	3	..	..	3
Disorderly house	4	..	1	5
Embezzlement	2	..	..	2
False pretenses	..	..	1	1
Fornication	..	1	..	1
Larceny	..	1	..	1
Libel	1	..	..	1
Permitting minors to play pool	..	2	..	2
Robbery	1	..	..	1
Totals	18	5	2	25

1915.

	City.	Town.	Borough.	Total
Assault and battery	1	..	1	2
Atrocious assault and battery	3	..	..	3
Advising use of drug to produce miscarriage	1	..	..	1
Carnal abuse	1	..	..	1
Cruelty to animals	1	..	..	1
Desertion	10	1	..	11
Breaking and entering	1	..	..	1
Embezzlement	2	..	..	2
False pretenses	1	..	..	1
Fornication	3	..	..	3
Larceny	2	1	..	3
Practicing dentistry without license	3	..	..	3
Selling liquor without license	1	..	..	1
Totals	30	2	1	33

1914.

	City.	Town.	Borough.	Total
Breaking and entering	1	..	..	1
Disorderly house	1	..	..	1
Embezzlement	4	..	..	4
False pretences	1	..	..	1
Fornication	1	..	..	1
Larceny and Receiving	1	..	..	1
Fornication	1	..	..	1
Murder	1	..	..	1
Totals	11	..	..	11

1913.

	City.	Town.	Borough.	Total
Assault and battery	2	2	..	4
Atrocious assault and battery	3	..	1	4
Adultery	1	..	..	1
Chicken stealing	1	..	..	1
Cruelty to animals	1	..	..	1
Desertion	4	..	1	5
Embezzlement	1	..	..	1
Fornication	1	..	..	1
Juvenile delinquency	4	..	..	4
Larceny	2	..	1	3
Lewdness	..	2	..	2
Malicious mischief	1	..	..	1
Murder	1	..	..	1
Totals	22	4	3	29

1912.

	City.	Town.	Borough.	Total
Assault and battery	1	..	1	2
Breaking, entering and stealing	1	..	1	2
Desertion	1	1	..	2
Embezzlement	2	1	..	3
False pretenses	2	..	..	2
Larceny	2	3	..	5
Malicious mischief	2	..	..	2
Motor violations	1	..	..	1
Robbery	..	1	..	1
Total	12	6	2	20

1911.

	City.	Town.	Borough.	Total
Assault and battery	2	..	1	3
Assault with intent to kill	1	..	..	1
Breaking, entering and stealing	1	..	..	1
Carnal abuse	1	..	..	1
Desertion	2	..	..	2
False pretenses	1	..	..	1
Forgery	..	1	..	1
Larceny	6	..	4	10
Perjury	..	1	..	1
Selling liquor without license	1	..	..	1
Threats to kill	..	..	1	1
Totals	15	2	6	23

UNAPPREHENDED BY YEARS.

1911	23
1912	20
1913	29
1914	11
1915	33
1916	25
Total for 6 years	141

2. THE EFFECTIVENESS OF THE SHERIFF-CONSTABLE SYSTEM.

The sheriff-constable system has worked better in Union than in most counties. The present Sheriff has a most enviable record for successfully enforcing the law and preventing violence and loss of life. On the other hand there is much complaint of thievery among the farmers, and as in other counties, the constables are unable to prevent this.

3. THE COST OF THE PRESENT PROTECTION.

The cost to the county for policing the Summit Silk Mill strike was $4200. The cost to the city of Summit, $1650. In 1916 the county spent about $200 for deputies used in the Standard Oil strike at Bayonne, and $1000 in the Grasselli Chemical strike. No investigation was made of the cost of ordinary protection.

4—The Police Problems Confronting the County

1. THE VOLUME AND NATURE OF RECORDED CRIME IN THE COUNTY.

a. Complaints.

Investigation was made of the records of the Prosecutor's and Clerk's offices for the past 3 years. The following table shows the number and distribution of complaints made to the Prosecutor—in all 993.

COMPLAINTS—UNION COUNTY.
1914 to 1916, Inclusive.

	1914	1915	1916	Total	City	Towns, Townships, Boroughs	Total
Atrocious assault and battery	16	40	32	88	76	12	88
Assault, intent to kill	4	6	9	19	16	3	19
Assault	2	..	4	6	4	2	6
Assault intent to rape	..	3	2	5	5	..	5
Arson	1	1	2	4	3	1	4
Arson attempt	1	..	..	1	..	1	1
Abduction	2	1	..	3	1	2	3
Adultery	6	..	5	11	9	2	11

1914 to 1916, Inclusive—(Continued)

	1914	1915	1916	Total	City	Towns, Townships, Boroughs	Total
Abortion	..	1	1	2	2	..	2
Assault and battery	65	113	86	264	198	66	264
Burglary	1	2	9	12	11	1	12
Breaking and entering	11	11	12	34	30	4	34
Bigamy	1	..	4	5	3	2	5
Breaking and entering attempt	1	1	..	2	2	..	2
Carrying concealed weapons	7	14	4	25	18	7	25
Conspiracy	1	..	..	1	1	..	1
Carnal abuse	11	7	13	31	21	10	31
Cruelty to animals	..	3	..	3	3	..	3
Chicken stealing	..	3	1	4	2	2	4
Crime concealing	..	..	1	1	..	1	1
Carnal abuse attempt	..	..	1	1	..	1	1
Earning received from prostitutes	..	..	2	2	2	..	2
Embezzlement	14	19	13	46	35	11	46
Extortion	2	..	..	2	1	1	2
Fraud	2	4	5	11	6	5	11
False Pretenses	11	..	3	14	11	3	14
Forgery	1	1	4	6	4	2	6
Fornication	10	5	5	20	15	5	20
Gambling	..	..	3	3	3	..	3
Graft	1	..	..	1	..	1	1
Illegal selling	22	11	9	42	31	11	42
Disorderly house	11	8	12	31	22	9	31
Desertion	8	20	10	38	32	6	38
Libel	1	..	1	2	..	2	2
Larceny	36	42	44	122	89	33	122
Larceny and receiving	1	..	..	1	1	..	1
Larceny and attempt	..	..	2	2	2	..	2
Miscarriage aiding	..	..	1	1	..	1	1
Lewdness	6	8	2	16	11	5	16
Motor law violation	2	..	4	6	2	4	6
Malicious mischief	5	9	3	17	15	2	17
Manslaughter	3	3	7	13	9	4	13
Malfeasance	..	..	1	1	..	1	1
Murder	2	5	2	9	9	..	9
Nuisance	..	..	1	1	..	1	1
Practice, illegal	4	7	1	12	12	..	12
Rape	1	6	1	8	7	1	8
Robbery	3	..	5	8	6	2	8
Receiving stolen goods	6	4	13	23	21	2	23
Seduction	2	..	2	4	3	1	4
Sodomy	..	..	3	3	2	1	3
Suicide attempt	..	1	1	2	..	2	2
Threats	..	..	2	2	..	2	2
Tools, carrying burglar	2	..	..	2	2	..	2
	286	359	348	993	759	234	993

b. Grand Jury Indictments and Special Sessions Cases.

The following table shows the number of Grand Jury indictments and Special Sessions prosecutions for the years 1911-1916, and their distribution by years and localities. The total was 1473.

	I-SS 1911	I-SS 1912	I-SS 1913	I-SS 1914	I-SS 1915	I-SS 1916	Total	City	Town, Borough, Township	Unaccounted for	Total
Assault	4-0	..	1-0	..	0-1	..	6	5	1	0	6
Atrocious assault and battery	28-1	9-3	16-7	17-7	22-3	6-6	125	102	23	0	125
Assault and attempt to kill	..	..	0-2	0-2	1-0	3-2	10	9	1	0	10
Assault, attempt to kill	15-0	6-0	10-0	..	2-0	1-0	34	25	9	0	34
Assault, intent to rob	..	..	0-1	..	..	..	1	1	0	0	1
Assault, intent to rape	..	..	..	..	0-1	0-3	4	2	2	0	4
Assault with revenge	..	1-0	1-0	..	2-0	3-0	7	2	5	0	7
Assault and battery	31-8	23-7	27-9	34-10	38-10	24-9	230	168	62	0	230
Adultery	3-0	3-0	5-2	2-2	0-1	1-0	19	16	3	0	19
Assault, intent carnal abuse	..	..	..	..	..	0-2	2	1	1	0	2
Arson	..	..	..	..	0-1	0-2	3	2	1	0	3
Arson, attempt	0-1	..	..	..	..	..	1	1	0	0	1
Abortion	1-0	1-0	3-0	..	1-0	..	6	6	0	0	6
Attempt suicide	0-1	..	..	..	..	..	1	1	0	0	1
Aiding an attempt to escape from jail	..	..	..	..	2-0	..	2	2	0	0	2
Breaking and entering and attempt	1-5	0-2	4-1	3-1	3-2	0-4	26	20	6	0	26
Breaking, entering and larceny	6-11	19-14	6-29	11-20	7-17	6-16	162	131	31	0	162
Bigamy	..	1-0	2-0	2-0	..	2-0	7	4	2	1	7
Carnal abuse	8-0	2-1	7-0	9-2	4-9	7-0	49	38	11	0	49
Carrying concealed weapons	4-5	3-3	4-12	10-18	11-3	0-4	77	59	18	0	77
Carrying burglar tools	..	..	0-2	2-2	0-1	..	7	7	0	0	7
Concealing crime	..	..	..	1-0	..	..	1	1	0	0	1
Cocaine selling	..	..	2-0	..	..	..	2	2	0	0	2
Concealing death of child	..	1-0	..	..	..	..	1	1	0	0	1
Chicken stealing	0-1	1-0	1-3	0-1	1-8	..	16	11	5	0	16
Cruelty to animals	..	..	..	1-0	..	..	1	1	0	0	1
Defrauding landlord	0-1	..	0-2	0-1	1-0	1-2	8	7	1	0	8
Desertion	2-0	7-0	4-0	4-2	3-0	4-1	27	23	4	0	27
Disorderly house	3-2	3-0	5-3	9-5	7-1	3-0	41	36	5	0	41
Embezzlement	10-1	2-5	5-8	2-3	5-1	6-1	49	41	8	0	49
False pretenses	4-4	3-2	0-3	3-1	4-0	0-0	24	20	4	0	24
Forgery	3-1	2-3	1-2	0-2	9-1	2-0	26	20	6	0	26
Fornication	4-1	1-1	6-1	6-2	3-2	2-1	30	23	7	0	30
Gaming	..	..	..	..	1-0	1-0	2	2	0	0	2
Illegal liquor sale	5-1	5-0	6-0	8-0	3-1	2-3	34	26	8	0	34
Incest	..	..	1-0	..	..	..	1	1	0	0	1
Illegal sale of property by mortgagor	..	..	..	..	1-0	..	1	1	0	0	1
Larceny and receiving	5-0	2-0	10-0	7-1	2-1	1-0	29	23	6	0	29
Larceny	22-32	5-21	10-26	7-26	16-17	9-23	214	166	48	0	214
Lewdness	..	..	1-5	5-0	11-1	1-0	24	18	6	0	24
Malicious mischief	..	2-1	1-2	..	2-0	2-1	11	9	2	0	11
Motor law violations	..	..	0-2	1-0	..	0-2	5	3	2	0	5
Manslaughter	4-0	2-0	1-0	3-0	4-0	1-0	15	9	6	0	15
Murder	1-0	..	4-0	..	3-0	2-0	10	8	2	0	10

	I-SS 1911	I-SS 1912	I-SS 1913	I-SS 1914	I-SS 1915	I-SS 1916	Total	City	Town, Borough, Township	Unaccounted for	Total
Practicing medicine without license	..	..	..	..	3-1	0-2	6	6	0	0	6
Practicing midwifery unlawfully	3-0	..	..	..	..	..	3	3	0	0	3
Perjury	..	1-0	..	1-0	4-0	..	6	6	0	0	6
Obscene pictures	3-0	..	..	..	1-0	..	4	4	0	0	4
Rape	1-0	..	0-1	..	..	..	2	2	0	0	2
Receiv'g earnings of prostitutes	2-0	4-0	2-0	..	1-0	..	9	9	0	0	9
Receiving stolen goods	3-0	0-0	1-0	5-0	5-1	8-0	23	17	4	2	23
Robbery	1-1	1-4	..	2-4	3-1	2-1	20	15	5	0	20
Seduction	..	..	1-2	2-0	..	..	5	3	2	0	5
Sending unlawful mail matter	..	..	1-0	2-0	..	..	3	3	0	0	3
Setting fire to goods and buildings	..	..	..	..	2-0	..	2	2	0	0	2
Selling without a license	5-2	2-0	5-1	1-0	2-0	7-2	27	7	20	0	27
Sodomy	2-0	1-0	3-1	..	..	1-1	9	3	6	0	9
Advising use to drug to produce miscarriage	..	..	..	1-0	..	..	1	1	0	0	1
Threats	..	..	0-2	..	..	..	2	0	2	0	2
	263	180	286	273	275	196	1473	1135	335	3	1473

2. The Amount of Rural Crime.

The accompanying table shows that approximately 75% of the population live in the cities and 25% in the towns, boroughs and townships; that 76.4% of complaints were from the cities, and 23.6% from the counties. This shows a distribution of complaints of crime practically in proportion to population, a slight excess in the cities.

However, there is much petty stealing and thievery in the county of which no complaint is made, and violations of speed laws are common.

	Distribution of Population, According to Locality. State Census, 1915.		Distribution of Complaints as to Locality. 1914-1916.	
	Number.	Percent.	Number.	Percent.
Cities	125,300	75%	759	76.4%
Town	8,100			
Boroughs	14,200	25%	234	23.6%
Townships	19,700			
	167,300	100%	993	100%.

3. The Foreign Problem in the County.

In 1910, 27% of the population were foreign. There is a foreign immigrant labor element at the factories at Bayway, Grasselli, and Summit, also in Elizabeth in lesser proportions. Little trouble, generally speaking, has been created by this element.

4. Riots in the County.

There has not been much rioting at Elizabeth. Outside of this city the most noteworthy strikes in recent years were at the Summit Silk Mill at Summit in 1914, at the Standard Oil Company's plant at Bayway in November, 1916, and at the Grasselli Chemical Works at Grasselli from October 25th to November 15th, 1916. The Summit Silk Mill employs foreign labor, both men and women, mainly Syrians.

The police froce of Summit consists of eleven men. Summit is a city very large in area, although having a population of only about eight thousand. It is a residence town, most of the residences being surrounded by large grounds. Some of the residents on the outskirts employ private watchmen. The silk mill is apart from the residence section. At the strike in 1914, the local police were insufficient to maintain order. The rioters smashed windows in the silk mill. Some were cut and injured in the conflicts between the strikers and those who wanted to work. The local police force was increased by seven special officers, and the Sheriff swore in twenty-eight deputies. The cost to the city for additional police protection was $25.00 per day for six weeks, or a total of $1050. (*a*) The cost to the county was about $100 per day for six weeks, or $4200. (*b*)

The Grasselli Chemical Company employs mostly foreign, unskilled labor. Fourteen hundred men were involved in the strike there. This plant is without police protection, and the duty of maintaining order in this strike devolved upon the Sheriff. He used twenty-five deputies for about four weeks and swore in as deputies 180 employees.

(*a*) Figures given by chief of police.
(*b*) Figures given by sheriff.

In the Standard Oil strike at Bayway, near the same time, about four hundred of the company's four thousand employees were actually on strike. The Sheriff had about twenty-five deputies there, and the company had two hundred and twenty-five private guards.

The Superintendent of the Grasselli plant states that Sheriff Otto gave them all the protection needed, but says that the present system is not adequate, that the success in this instance was due to the personality of Sheriff Otto and his manner of handling the strikers, that the ordinary Sheriff has not been, and could not be, so successful. It seems that the Sheriff goes among the men freely, that he tells them it is his duty to preserve law and order, that they have a right to strike, but they have no right to use violence, that if they do use violence it is his duty to arrest them. In the two strikes in 1916 the Sheriff has accomplished his purpose in protecting property and preventing violence.

The policing of strikes is well handled by the present Sheriff. It seems to give satisfaction to all parties concerned, and there is no riot problem.

The only question in this respect is as to whether the succeeding Sheriffs will be able to conduct affairs so admirably, since it seems much of the present Shreiff's success is due to his personality.

5. The Forest Fire Problem in the County.

The loss from forest fires in Union County is practically negligible. There are few forests and little protection from the fire warden service.

In 1915 only 118 acres were burned, the total loss was $165, and the cost to extinguish $70.95.

Below is a table taken from the fire warden's report for 1915. (*a*)

County and Township.	Forest Fires.	Embryo Fires.	Acres Burned.	Loss to Forest and Other Property.
Union County:				
Fanwood	4	..	53	$80
Mountainside	1	2	10	10
New Providence	1	..	55	75
Springfield	..	1	..	..
Total	6	3	118	$165

(*a*) Report of the Department of Conservation and Development for the year ending Oct. 31, 1915.

6. The Enforcement of the Fish and Game Laws.

There are some violations of the fish and game laws which pass unpunished and unapprehended.

7. The Enforcement of the Road Laws.

Violations of speed laws are common in Union County.

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problem in the county and the attitude of the public, is through letters, newspaper editorials and clippings. The

following news item and letter are given, therefore, as having a bearing on the Union County police problems:

Elizabeth, N. J., December 2, 1915.

AGRICULTURE BOARD FOR CONSTABULARY.

"At a convention of the Union County Board of Agriculture held in this city yesterday afternoon, resolutions were adopted which favored a bridge across Newark Bay and also a State constabulary. Because of the large amount of crops about the County which are unprotected, the board agreed that a constabulary would afford protection to the farmers and their crops. President Collins told the other members of the board that many thefts could be prevented by such a body especially in the rural districts where the farmers have no protection."

Letter from E. R. Collins, President of the Union County Board of Agriculture of the New Jersey State Chamber of Commerce.

Westfield, N. J., Dec. 4, 1915.

"In the matter of a State constabulary, the Union County Board of Agriculture, was one of the first organizations in the State to bring the matter up and have continued to advocate it.

"Especially in the neighborhood of large cities, the farmers are the constant prey of petty thieves. In one district in Union County the fruit growers have found it necessary to hire at their own expense a patrolman to protect their property during the period when small fruits are being harvested.

"At the meeting of the Union County Board of Agriculture held Thursday, December 2, a resolution was passed in favor of laws creating a State police and directing the chair to appoint a legislative committee to work with any similar organization to that end."

6—Opinions of Governmental Officials

The Prosecutor of Pleas, ALFRED A. STEIN, said that the authorities had been successful in Union County in handling riot conditions. The Sheriff tells the men before hand how far they can go in a strike, and there is little violence. There is no need in Union County, he says, for a State police.

Sheriff OTTO does not think a State police is needed in Union County.

Chief Detective of Union County, JOHN A. GALATIAN, favors the State police. He thinks it is not needed in Union County for riot duty so long as they have officers like the present Sheriff and Prosecutor. But he stated that in some rural sections there is insufficient police protection and that the State police force would be of very great assistance in working in conjunction with the Prosecutor. The State police system should work in co-ordination with the local police department, and there should be the central State Identification Bureau to keep finger prints and facilitate the better identification of criminals throughout the State, he said.

Chief of Police at Summit, D. W. BROWN, believes that a State police would have a salutary effect and is a good thing. However, he feels that he can handle any situation which might arise at Summit.

7—Summary

Union County is smaller than any in the State except Hudson. All points are quickly and easily accessible from the county seat.

The population is mostly urban, half the total population living in Elizabeth.

There is a comparatively large amount of municipal police protection.

There were 140 persons indicted and not apprehended during the years 1911 to 1916, or 15.5% of total number indicted.

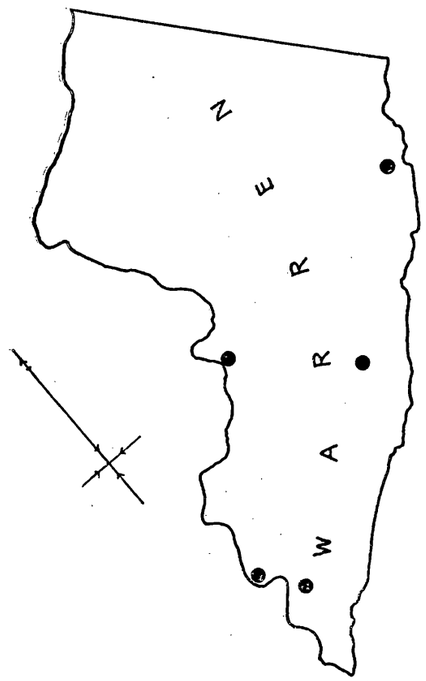
The foreign problem is only serious in a few localities along the east coast.

Forest fires are negligible.

The present Sheriff prevents rioting and violence in connection with strikes.

There are some complaints by farmers of stealing and of poor enforcement of the road laws.

WARREN COUNTY



AREAS OUTSIDE MUNICIPALITIES, INDICATED BY DOTS ● HAVE LITTLE OR NO POLICE PATROL.

There is police patrol in five municipalities. The remaining unpatrolled area contains 48% (or 20,835) of total population and 46% (or $9,197,066) of all devastable property.

15, or 5.7% of all criminals indicted during 1913-1916, have become fugitives.

Fire loss in 1915 was $7,598.

Prosecutor was non-commital.

1—The Geographical and Sociological Nature of the County

Warren County has an area of 362 square miles, contains 22 boroughs, towns and townships with a population of 44,314 by the State Census of 1915. The population in 1910 was 43,187, of which about 6,150, or 14%, were foreign, and 5,125, or 11%, were negroes. Phillipsburg, the only city, had a population of 15,430 in 1915.

There are mountains in the northern part of the county extending down through the central part, and across the southern border. These mountain districts, in the northern and central parts, are very sparsely populated, and the foreign population is negligible. Phillipsburg has a large foreign population. The townships of Lapatcong, Greenwich, and Franklin contain practically all the foreign population. The villages of Alpha, New Village, and Broadway are populated almost exclusively by foreigners, Italians, Poles, Hungarians, and Swedes constituting a large percentage of the population.

The railroad service through the county is very poor. The Central Railroad of New Jersey, Lehigh Valley, Delaware & Lackawanna, and New York, Susquehanna & Western run through Warren County, but very few trains stop at small towns. There are no railroads or means of communication in Pahaquarry or Hope townships. In the vicinity of Phillipsburg, the trolley service is good. It is the small number of trains running rather than lack of railroads that makes travel slow. The connections between the different railroads are very poor. Starting from Belvidere, it would take the sheriff half a day to reach the northern part or many places in the eastern part of the county. Automobiles are the quickest means of travel to most sections outside of the vicinity of Phillipsburg.

2—A Survey of the Police Protection in County at Present

1. MUNICIPAL.

Phillipsburg has nine municipal police officers, Washington one, Hackettstown one, and Belvidere one.

2. COUNTY.

Sheriff EDWARD W. VOSLER takes an active part in apprehending criminals. Although there is no county detective, the duties of detective are ably performed by the Deputy Sheriff Theodore H. Wieder. There are about 25 constables in the county, but very few are ever called upon to do any work, and very few are qualified to perform their work intelligently. (*a*)

3. PRIVATE.

There is no system of private police protection in Warren County.

3—The Adequacy of the Present Protection

1. AMOUNT OF UNPUNISHED CRIMES.

a. Crimes for which there is no record.

Petty larceny is very prevalent around Phillipsburg, and in the vicinity of Belvidere, but very few of the crimes are ever reported. (*b*) In New Village, a village of foreigners who work in the cement works, atrocious assaults (*c*), disorderly conduct, and illegal sales of liquor are very com-

(*a*) John C. Cook, Justice of Peace, Broadway.
(*b*) Edward Gorgas, Chief of Police, Phillipsburg.
(*c*) Phillip C. Cook, Justice of Peace, Broadway.
The tabulations and other data contained in this county study were secured from field investigations within the county by Investigator Henry C. Adams and from correspondence with officials and the public generally.

mon. (*a*) There is no Justice of Peace in New Village, and the constable is a bartender, so unless the crime is of a very grave nature, nothing is done.

In Pahaquarry and Blairstown townships, many violations of game laws occur, but very few are convicted. Most of the business done by the Justice of Peace (*b*) at Columbia was for violations of the game law. In many of these sections, the Justice of Peace never records a warrant until the trial of the case. The result of this is that there is no record of fugitives. (*c*)

b. The number of complaints which do not result in Grand Jury Indictments.

The records of the principal Justices of Peace and indictments by Grand Jury for the last four years follow:

Complaints 1913-1916	Indictments and Special Sessions, 1913-1916
1785	261

This tabulation does not include complaints sent into Prosecutor's office, and the vast number of complaints coming to Justices of Peace on which no action has been taken.

c. The number of criminals indicted by the Grand Jury but never apprehended.

Number of Indictments and Special Sessions Cases	1913-1916 Number of Fugitives	Percent of Those Indicted Who Escaped
261	15	5.7

A word is necessary in regard to the accuracy of the statistics above. The records in Warren County are lax and incomplete, scattered and unindexed to a very great extent. The deputy sheriff, rather than records, gave me the needed information in regard to fugitives. Those escaping were indicted for the following crimes: Larceny, 3; Embezzlement, 2; Breaking and Entering, 1, and Grand Larceny, 1. Accurate data for the remaining crimes could not be found, but at least half were assault, one robbery and the balance larceny and other crimes. The number indicted for larceny and others was 4.

2. The Effectiveness of the Sheriff-Constable System.

Few men of high class care to become constables as the office is not an honorary one. The spasmodic nature of the work seems to be congenial to the loafer class. Of course, there are exceptions, but generally the constables are not men to inspire respect, and so prevent crimes. The constables can be of no great benefit unless the Justices of Peace support them with effective administration of justice. This, the Justices are not qualified to do, as only too often they look at their office as a means of making a few dollars by fees.

The small fees paid by the county to the Justices of Peace are by no means sufficient to pay men of ability for their time. The same is even more evident with the constables. Often to arrest a criminal in a rural district, it would cost more than the constable would receive for the arrest. (*d*) The result in Warren County is that the constables are not of much use in enforcing the law. One Justice of Peace said of constables in his district. "Two drunk and one too old." (*e*)

In Warren County, there is no Justices' or Constables' Association. Both justices and constables are elected in most cases without any thought as to fitness of character or knowledge of law, partly because it is hard to fill the places. In New Village, no one will take the office of Justice of Peace. (*f*) The constable is also a bartender.

Constables are the most elusive of men. They do no patrol duty, and have no place where they can be found, when needed. They take none of the responsibility of detecting criminals on themselves unless aroused by the county officials. Even when trying to catch criminals their inexperience is a handicap that makes them unfit for their duty of running down these dangerous men. (*a*)

The sheriff is more active than in many counties, but still most of the work is done by the county detective, or deputy sheriff.

The system is inefficient as there is no system or organization to train the constables. The majority of the men acting under the sheriff are inferior physically and mentally. To sum up, constables clog justice rather than expedite it. (*b*)

3. The Cost of the Present Protection. (*c*)

The cost of the present police protection in Warren County is shown to be $19,712 according to the following table:

Estimated cost of constables per annum	$4,536.00
Estimated cost of sheriff per annum	2,976.00
Estimated cost of under-sheriff per annum	1,560.00
Police officers in Phillipsburg	10,640.00
Total	$19,712.00

4—The Police Problems Confronting the County

1. The Volume and Nature of Recorded Crimes in the County.

a. Complaints.

It is estimated that 1785 warrants were issued by Justices of Peace in the last four years. This does not include the numerous complaints that were not acted upon. Many Justices do not enter all warrants for the simple reason that they enter complaints and warrants in docket when the warrant is returned and not when it is issued.

b. Grand Jury Indictments.

There were two hundred and sixty-one indictments and Special Session cases during the last four years.

Some justices do not seem to have any record or criminal docket book, or at least would not exhibit it. James Tamblyn, Justice of the Peace at Hackettstown, said: "About thirty escaped arrest in ten years." John Wildrick, of Hackettstown, states that "for past few years out of ten to twelve criminals a year three to four escaped."

Most of the justices have records, but sometimes it is hard to tell whether the warrant was returned or the case was dropped.

The records of rural districts are as follows:

Mr. Philip C. Cook, *Justice of the Peace,* Broadway, Town of Franklin, reported 35 warrants issued and 1 not returned.

Mr. H. A. Siefert, *Justice of Peace,* Alpha, Town of Franklin.—207 warrants were issued and 12 not returned, which were: Petty Larceny, 2; Grand Larceny, 2; Receiving Stolen Goods, 1; Atrocious Assault, 2; Burglary, 1; Rape, 1; Carrying Concealed Weapons, 2, and Assault, 1.

Mr. Marshall Cool, *Justice of Peace,* Columbia, Town of Knowlton.—For 1914-16 warrants issued, 38, and 3 not returned, which were: Fish and Game Law, 1; Assault, 2.

Mr. Albert B. Craig, *Justice of Peace,* Blairstown.—58 warrants were issued and 6 not returned, which were: Disorderly, 1; Assault and Battery, 4; Larceny, 1.

Mr. Wm. D. King, *Justice of Peace,* Hackettstown.—For 1912-16, 54 warrants were issued and 4 not returned, which were: Assault and Battery, 2; Rape, 1; Petty Larceny, 1.

Phillipsburg and Vicinity.—It is impossible to tell just which crimes tried before justices in Phillipsburg belong to city and which to rural districts, as records often read thus:

John Doe Assault 10 days.

(*a*) Postmaster of New Village.
(*b*) Marshal Cool, Justice of Peace, Columbia.
(*c*) James Tamblyn, Hackettstown.
(*d*) Interview between Henry C. Adams and Deputy Sheriff Theo. H. Wieder.
(*e*) P. C. Cook, Broadway.
(*f*) Interview between a former Justice of Peace and Henry C. Adams.

(*a*) Sheriff E. J. Vosler.
(*b*) Information in this discussion was obtained by Henry C. Adams, representing the Chamber of Commerce, by personal interviews with over two-thirds of Justices of Peace in Warren County, and officials whose interviews are given in this study.
(*c*) Information from sheriff's office.

Still many crimes come from outside, especially from Alpha, where they have no Justice of Peace, and New Village, where the justice resigned a couple of years ago. Three murders occurred within a few months at Alpha, New Village, and Great Meadows. The criminals are all in custody, but convictions are doubtful on account of lack of material witnesses, who have "cleared out."

The records of the three Phillipsburg Justices are as follows:

Oliver VanBillard, *Justice of Peace* for years 1906-1916, Phillipsburg.—Warrants include drunks and disorderly persons arrested without warrant as there is no separate record or way to distinguish them apart. There were 510 warrants issued, 140 of which were not returned. Those warrants not returned were for the following offenses: Defrauding Boarding Housekeeper, 37; Assault and Battery, 28; False Pretenses, 5; Petty and Grand Larceny, 28; Fraud, 1; Breaking and Entering, 2; Adultery, 1; Non-support, 5; Malicious Mischief, 3; Disorderly Person, 16; Threats to kill, 2; Embezzlement, 4; Fornication, 2; Desertion, 2; Perjury, 1: Burglary, 1; Vagrancy, 1; Atrocious Assault, 1.

James E. Smith, *Justice of Peace* for years 1905-1916 Phillipsburg.—There were 84 warrants issued and 20 warrants not returned. Warrants not returned were for the following crimes: Fugitives from Justice, 1; Breaking and Entering, 1; Malicious Mischief, 2; Assault and Battery, 4; Defrauding out of Board Bill, 2; Fornication, 1; Petty Larceny, 9.

John T. Bowers, *Justice of Peace* for years 1900-1916, Phillipsburg.—There were 1342 warrants issued and 255 warrants not returned. Warrants not returned were for the following crimes: Assault and Battery, 62; Atrocious Assault, 16; Fraud, 8; Threats, 4; Fugitives from Justice, 1; Fraud under Boarding House Act, 32; Malicious Mischief, 12; Larceny, 45; Drunks and Disorderly, 21; Illegal Sale of Liquor, 1; Breaking and Entering, 4; Violation of Bottling Act, 4; Adultery, 3; Bastardy, 1; Attempt to Murder, 3; Breaking Jail, 3; Burglary, 7; Assaulting Officer, 1; Grand Larceny, 1; Non-support, 1; Attempted Robbery, 1; Disorderly House, 1; Perjury, 1; Receiving Stolen Goods, 1; Trespass, 8; Attempted Rape, 1; Fornication, 1; Robbery, 1; Embezzlement, 2; Lewdness, 1; Arson, 7.

2. The Amount of Unapprehended Crime.

The number of warrants issued and number of fugitives during past five years are given below. Where records show more than five years the amount for five years is estimated. This record only includes important Justices of Peace.

Nov. 1911-Nov. 1916 Warrants Issued	Nov. 1911-Nov. 1916 Fugitives	Percent of Criminals Unapprehended
1423	212	14 4/5%

Of the 212 fugitives, those charged with the more important crimes follow: Petty Larceny, 25; Grand Larceny, 15; Burglary, 4; Rape, 2; Assault and Battery, 45; Defrauding Boarding House, 30; Breaking and Entering, 2; Disorderly Person, 8; Embezzlement, 2; Fornication, 1; Desertion, 1; Atrocious Assault, 6; Adultery, 1; Attempt to Murder, 1; Scattered Crimes, 69; Total Fugitives, 212.

3. The Amount of Rural Crimes.

The number of warrants issued in Phillipsburg during the last ten years for crimes outside the city was 782, and the number of warrants not returned was 116. Of the 261 indictments from 1913-1916 found by the Grand Jury it is estimated by Justices of Peace that fifteen were outside the corporation of Phillipsburg. Nine of the fugitives were also outside of Phillipsburg. (*a*) The crimes in rural districts seem to be graver in degree than in the city. There were two murders in the last two months in Alpha and New Village. It is significant to note that the large number of fugitives (9 out of 15 indicted) lived outside of Phillipsburg.

(*a*) John Bowers, Justice of Peace.

The following summary gives an estimate of rural crimes tried in Phillipsburg where defendant had escaped arrest:

Assault and Battery, 24; Atrocious Assault, 4; Fraud, 2; Threats, 1; Fugitives from Justice, 10; Fraud under Boarding House Act, 1; Malicious Mischief, 10; Larceny, 20; Drunk and Disorderly, 7; Illegal Sale of Liquor, 1; Breaking and Entering, 1; Violation of Bottling Act, 1; Adultery, 1; Bastardy, 1; Attempted Murder, 1; Breaking Jail, 1; Burglary, 2; Assaulting Officer, 2; Grand Larceny, 5; Attempted Robbery, 1; Trespass, 5; Robbery, 1; Embezzlement, 1; Arson, 7; Receiving Stolen Goods, 1; Rape, 2; Carrying Concealed Weapons, 2; Fish and Game Law, 1; Total, 116.

4. The Foreign Problem of the County.

The problems in regard to the foreign element in Warren County are to handle disturbances in large plants in Phillipsburg when a strike occurs, and to give sufficient protection to such rural villages as Alpha, New Village and Broadway. The great need of these villages is a patrol that will command the respect of the foreigners by summary dealing with criminals and trouble makers. These towns have to depend on constables who interfere very little with the course of crime.

5. Riots in the County.

Strike or riot violence is confined to Phillipsburg and vicinity. In 1907, the "Standard Silk Company" had a strike. The sheriff had trouble and considerable damage was done, even street cars burned. The special deputies were very inefficient. (*a*) The Lehigh Valley Railroad had a strike some years before and had some trouble. (*b*) Major Frank Kneedler remarked on the inability of the county authorities to meet demands for deputies speedily.

Phillipsburg had two strikes during the year ending September 30, 1913. (*c*) Seventy-eight men were involved, but there was no disorder. Some rioting with two arrests was reported and 150 men connected with the Horse Car Railway Company were affected. (*d*)

6. The Forest Fire Problem in the County.

Warren County has fire wardens in all but seven townships. For the year ending October 31, 1915, 35 forest fires were reported, 19 being less than five acres. The area burned over was 5,669 acres and the total loss (including expense of putting out fire), was $7,598. (*e*)

It is an interesting fact that of the six arrests made during 1915, all were made on March 25th. Evidently one effort to stamp out this kind of crime was considered sufficient for the whole year.

A fire near Hackettstown a few years ago burned over about one thousand acres. (*f*) In the northern part of the county large areas are burned over every year. The men hired to check these fires "make a drinking bout out of it." Timber is greatly damaged. (*g*) As these men who are hired to fight fires are paid by day, they naturally like to prolong their jobs. (*h*) Below is the table of forest fires in Warren County during the year 1915. (*i*)

FIRE WARDEN'S REPORT.

Warren County	Forest Fires	Embryo Fires	Acres Burned	Loss to Forests and Other Property
Allamuchy	1	1	150	$150
Blairstown	1	1	750	800
Franklin	2	..	50	50
Hope	1	..	100	50
Independence	3	..	80	145
Knowlton	7	14	1,539	1,523
Mansfield	..	..	..	..
Pahaquarry	1	3	3,000	2,500
Total	16	19	5,669	$5,218

(*a*) Conference of Henry C. Adams with S. C. Smith, Phillipsburg, a former prosecutor.
(*b*) S. C. Smith, see interview.
(*c*) Bureau of Statistics of New Jersey, 1913.
(*d*) Ibid, 1914.
(*e*) Report of Department of Conservation and Development for year ending October 31, 1915.
(*f*) Silah Gibbs, Justice of Peace, Belvidere, and Albert B. Craig, Justice of Peace, Blairstown.
(*g*) Marshall Cool, Justice of Peace, Columbia.
(*h*) Ibid.
(*i*) Ibid.

7. The Enforcement of the Fish and Game Laws.
This county has no local officers aside from State game wardens. In the northern part of the county, there are many violations of game laws. (*a*) There was some complaint as to the enforcement of the game laws.

8. The Enforcement of the Road Laws.
The road laws are poorly enforced, especially on the main roads leading out of Phillipsburg. There is no one especially responsible in many sections for the enforcement of these laws. The inspectors are inadequate to enforce the law.

5—Newspaper and Letter Clippings on the County Police Problems

One of the most valuable means by which to estimate the police problems in the county and the attitude of the public is through letters, newspaper editorials and clippings. The following item has been chosen, therefore, as having a bearing on the Warren County police problems.

Newark Evening News. *Dec. 2, 1916.*

Escaped Prisoner in Warren.

"Clarence Green, who was sent to State prison for an attack upon a girl in this section last year and who escaped from the Millville prison farm, was seen in this section Wednesday. He returned to the farm of Raymond Oberly, where he had been employed and asked for his clothes. He was in an automobile with some other men when he visited Stewartsville.

"Word was sent to Phillipsburg for an officer, but no attention was paid to the request. There is no constable in Greenwich Township and an officer is sent out from Phillipsburg when one is needed. Green is considered a dangerous character, and the fact that he came back to the scene of his crime has caused some anxiety here."

6—Opinions of Governmental Officials

The opinions of the governmental officials in regard to a State police in Warren County have been given and are listed below.

Prosecutor Wm. A. Stryker would not express his attitude. He does not seem to favor State police.

Sheriff Edward J. Vosler is strongly in favor of State police. He said: "It is not possible for constables to do as effective work in case of strikes, or in running down men who have left the State, as State police. Also the rural sections need more protection."

Deputy-Sheriff, Theodore H Wieder, who also acts as county detective, said: "State police would be very beneficial in catching criminals escaping from the State, or for strike duty." He also laid special stress on the fact that "often the cost of a constable's pursuit of a criminal would be larger than his fees, and so prevent his going."

T. C. Smith, *former Prosecutor,* said: "I strongly favor State police for better enforced Motor Vehicle Law." He said: "In the Lehigh Valley Railroad strike, the men deputized by the sheriff were worthless. Deputies were also very inefficient in the Standard Silk Company strike in 1907, when strikers burned street cars and ruled the town."

County Clerk G. H. Mutchler favors the State police as "much more efficient."

David Huff, *Chief of Police,* Hackettstown, said: "I favor State police."

Frank Kneedler, *Mayor of Phillipsburg,* said: "I favor State police, especially for rural districts, and strike duty in the cities."

Edward Gorgas, *Chief of Police,* Phillipsburg, said: "I strongly favor State police A murder occurred at Alpha last summer, and the man will probably go free on account of lack of evidence. There is a great prevalence of chicken and petty thieving in rural districts around Belvidere and Phillipsburg."

Phillip C. Cook, *Justice of Peace,* Broadway, said: "Crime is very prevalent in New Village and there are very few arrests as constables are worthless. Beer is sold without license to an enormous amount."

H. A. Siefert, *Justice of Police,* Alpha, said: "I favor State police, as the last two strikes here, three and eight years ago, were not well handled. Extensive forest fires are common near here."

Frank R. Blizzard, *Superintendent,* Alpha Portland Cement Co., "probably favors" State police, but has had no experience with them.

Justice of Peace, James E. Smith, Phillipsburg, and Benjamin Barber, Washington, both favor State police.

The Blairstown Press "favors State police very strongly."

The Belvidere Apollo said: "We favor State police and will print articles."

H. W. Wilson, *Attorney at Law,* Belvidere, said: "I favor State police."

7—Summary

There is need of more police protection in small towns like New Village, Alpha and Broadway, as serious crimes are common.

Fire patrol and better enforcement of game laws are needed in the townships of Pahaquarry, Blairstown, Knowlton, and Harwick, according to the report of the Department of Conservation and Development for 1915.

The motor vehicle laws are not enforced in vicinity of Phillipsburg even on the main roads.

Although there have been no serious riots in Warren County for the last few years, there still is need of protection against riots, as in the car strike in Phillipsburg, some eight years ago, the police were helpless. Villages like Alpha, New Village and Broadway, with no police protection, would be completely at the mercy of the foreigners, in case of a riot. A State police would be a great protection to towns near Phillipsburg, and in the northern rural townships to assist fire and game wardens.

(*a*) Marshall Cool, Justice of Peace, Columbia.

CHAPTER VII

General Summary of Police Problems in New Jersey

The county investigations just preceding are attempts to set forth, in a scientific way, the police problems within each county, if any, which would seem to indicate the need for additional protection. It was found that the most prevalent problems in the various counties were the number of unapprehended criminals, the problem of rural and suburban crime, the problem of policing riots, the loss from forest fires to forests and other property, the enforcement of the road laws and the enforcement of the fish and game laws. The better solution of these problems has been handicapped under the present county police system—a system which provides no police patrol, and lacks, therefore, the deterrent effect upon crime which a patrol fosters. The sheriff and constables, except where their inadequacy has made necessary the employment of detectives by the County Prosecutor of the Pleas, constitute the only regular police protection afforded by the county. The fact that police problems have arisen under the present system does not in itself indicate that blame should be placed upon individual sheriffs or constables. It does indicate that the system, as a system, has proved itself either too small or too inefficient alone to handle all of the police problems. A resumé has been made below of general problems which were found in the various county studies.

1—The Number of Unapprehended Criminals

One of the more important of the social problems which is confronting New Jersey to-day, and one which seems especially to call for some form of better or additional police protection, is the large number of unapprehended criminals. There are sections of New Jersey where the clever criminal may feel reasonably positive of escape. No factor makes so much for the encouragement of crime as the feeling on the part of the criminal that his chance of escape is great. It is not possible to indicate fully how many criminals have escaped apprehension in New Jersey during the last five years, because the great majority which have escaped are not known, and would not, therefore, show in the official records. But it is possible to indicate a part of the known criminals who have escaped apprehension.

There are, first, a large number of criminals for the arrest of whom Grand Jury indictments have been issued, but who have not been apprehended; second, there are a still larger number of criminals against whose actions rightful complaints have been entered, but who have never been indicted by the Grand Jury or brought before the Court of Special Sessions because there has not been sufficient evidence.

Fugitives. The word "fugitives" is used to comprehend that proportion of criminals who, after a series of sifting court processes, have been indicted by the Grand Jury and have escaped apprehension. After a criminal has left sufficient evidence to evoke a formal complaint to the Prosecutor of the Pleas, to cause subsequently a hearing before the Grand Jury and finally to bring upon himself an indictment from that Grand Jury, and the public officials have been charged to make his arrest, there is then little justification for failure to apprehend. There are thousands of criminals who escape apprehension because there has not been sufficient evidence against them to secure an indictment. Comparatively few of the criminals are, indeed, ever indicted by a Grand Jury. It is a serious problem, therefore, when those comparatively few criminals escape apprehension.

But there have been at least three thousand five hundred and forty-six (3546) fugitives from the various counties of New Jersey during the last five years. The inadequate records in many counties make it impossible here to present the fugitives for a five-year period in full, but these tabulations are very significant as criterea of the enormous number of known criminals who, for one reason or another, are allowed to escape in New Jersey at the present time.

County	Years	Fugitives
Atlantic	1913-1916	91
Bergen	1912-1916	116
Burlington	1911-1916	135
Camden	1912-1916	244
Cape May	No record	
Cumberland	1911-1915 (estimated)	33
Essex	1913-1916	900
Gloucester	1912-1916	30
Hudson	1911-1916	963
Hunterdon	1911-1916 (estimated)	5
Mercer	1914-1916	171
Middlesex	1912-1916	88
Monmouth	1914-1916	112
Morris	1911-1915	68
Ocean	1914-1916	21
Passaic	1913-1915	398
Salem	No record	
Somerset	1912-1916	15
Sussex	No record	
Union	1911-1916	141
Warren	1913-1916	15
Total		3546

The above tabulations, from the current records of the various counties dating back from one to five years, show that at least 3546 from a total of something over 16,214 indictments have gone unapprehended. This means that the present county police authorities are loosing from 5.7% to 22% of the criminals for the arrest of whom the Grand Jury has entered a specific indictment. It is true that an average of over 15% of the indicted criminals, or one in every seven, are escaping apprehenion and running as fugitives or "wildcats."

Complaints Which Never Reach Indictments. The most absolute test showing whether there is need for additional police protection to apprehend criminals in New Jersey is a survey of the number of criminals who have been indicted by the Grand Jury but who have never been apprehended. Another partial criterion does lie, however, in the number of rightful complaints which are entered against crime, but which never result in the indictment of any criminal. There are thousands of formal complaints entered against crime each year which, for one reason and another, never materialize into a Grand Jury indictment or Special Sessions case. The criminals represented by these complaints go unpunished. It is true that a large number of these complaints are made in passion and have no legal basis. But with the minor exceptions, (*a*) it may be said that the excess of rightful complaints over the number of Grand Jury Indictments and Special Sessions cases indicate generally a lack of sufficient evidence. There can be no doubt but that hundreds of rightful comlpaints in New Jersey today fail of prosecution and punishment simply for want of additional evidence collecting officers.

About 38,740 of the 71,847 known formal complaints entered with the prosecutors of the pleas in New Jersey during the last few (from one to five) years have been carried to a Grand Jury Indictment or a Special Sessions case. The

(*a*) Discount must be made for the comparatively few following exceptions:
1. Indictments for which there is no complaint;
2. Indictments which cannot be found because complainant will not appear before Grand Jury;
3. Complaints for which there is sufficient evidence to indict, but where the Grand Jury refuses to indict;
4. The indictments which also show in Special Sessions cases.

remaining 33,107 complaints (or 46% of all complaints) have not resulted in punishment to any criminal.

County	Years	Complaints unpunished	Per cent. of all complaints unpunished
Atlantic	1913-1916	1846	51.8
Bergen	1912-1916	1070	35
Burlington	1915-1916	379	45
Camden	1912-1916	1694	30.2
Cape May	No record		
Cumberland	No record		
Essex	1913-1916	6350	51
Gloucester	1912-1916	485	54
Hudson	1911-1916	6611	47
Hunterdon	1911-1916	362	58
Mercer	1914-1916	2445	57
Middlesex	1912-1916	1517	57.2
Monmouth	1914-1916	2050	59
Morris	1911-1915	1564	59.6
Ocean	1914-1916	351	73
Passaic	1913-1915	4289	48
Salem	1911-1915	496	52
Somerset	1912-1916	265	50
Sussex	No record		
Union	1914-1916	249	25
Warren	No record		
Total		33,107	

The above tabulation shows that there have been at least 33,107 complaints of crime in New Jersey during the last few (from one to five) years, for the punishment of which no criminal was punished. A large number of these complaints, although not all of them, were rightfully made and were dropped for want of sufficient and adequate police patrol and investigation. The excess of rightful complaints over the total of Grand Jury indictments plus Special Session cases, with the above-mentioned exceptions, is one criterion of the need for additional police protection in New Jersey. This means that altogether 46% of complaints of crime, or one in every two, fail to result in punishment to the criminal guilty of the crime charged.

Summary. A study of the number of unapprehended criminals in New Jersey shows that during the last few (from one to five) years 3546 criminals, against whom Grand Jury indictments stand, have gone unapprehended. This means, in other words, that over 15% of all criminals indicted, or one in every seven, have escaped apprehenion and are now fugitives or wildcats. Many of these have been allowed to escape because they have crossed over into other counties or States. Some criminals, if they leave the particular county in which they were indicted, are considered good riddance by county officials. Some county officials have said in substance: "they are out of the county why should we catch them and put the county to additional expense."

It shows furthermore that the excess of rightful complaint of crime over the total number of Grand Jury Indictments, with three minor exceptions, indicates partially the amount of crime which is not punished because of a lack of evidence. An ideal police system should supply this evidence or deter the crime. But it was found that within the last five years in New Jersey there had been at least 33,107 complaints of crime which did not result in the punishment of any criminal. This means that altogether 46% of complaints of crime, or one in every two, fail to result in punishment to the criminal guilty of the crime charged.

2—The Problem of Rural and Suburban Crime

There is never a day passes but that the newspapers of New Jersey recount instances of crime in the unprotected rural and suburban regions. The rural and suburban sections of New Jersey have no police patrol. They have no police organization which is out seeking for crime. It is true that private citizens who are aggrieved may hunt up a constable or notify the Prosecutor, but the burden of reducing crime is then thrown upon the general rural and suburban public, not upon especially delegated patrol officers. The greatest factor in crime reduction, the deterrent influence of an active patrolling police, is quite absent in the rural and suburban districts of New Jersey.

The rural and suburban sections of every county in New Jersey have crime. An investigation of the different county records, however, shows that there are certain rural sections which have especially acute criminal problems.

South Jersey. The Delaware River counties, beginning with Mercer and running through Burlington, Camden, Gloucester and Salem counties are particularly annoyed in their rural sections. These counties are situated where they catch the great part of north and south traffic (Philadelphia to New York) and also the east and west traffic (Philadelphia, Trenton and New York to Atlantic City). Atlantic County, and certain parts of Cumberland and Cape May Counties, have considerable rural, although no suburban crime. The stealing of farm produce, rape, assault and battery and larceny are the chief crimes. The foreign settlements along the Delaware River, the Cranberry-bog employes in the interior sections, the "riff-raff" elements from Philadelphia, Camden and Trenton, the tramps, and automobile parties are accountable, in the main, for the excess of rural crime in these counties. It is not necessary here, nor is there space, to recount the many hold-ups which have occurred in South Jersey (a recent one of which was the Rider murder) or other specific instances of the many rural crimes.

Prosecutors and county detectives of these counties have frequently called attention to the large amount of farm produce and other property which is carried away each year. The officials of one of these counties estimated that $15,000 of farm produce alone and $50,000 of other property was stolen each year in that particular county. These officials said frankly, as have other officials, that it was physically impossible for them to give attention to all the complaints which they receive from week to week for lack of sufficient police facilities. Police officials of this section have emphasized the fact that much of this stolen property, such as farm produce is extremely difficult to identify once it is hauled away, and that therefore the form of protection most needed would be a rural patrol. The deterrent effect of a patrol of these sections would, they contend, reduce the crime much more effectively than further attempts to apprehend criminals after the commission of the crime.

The excessive amount of rural crime in South Jersey, strongly emphasized by almost every prosecutor in the whole southern half of the State, is indicated here in brief by a letter from one of these prosecutors. The following letter was received from Mr. Jonathan H. Kelsey, Prosecutor of Burlington County:

"The advisability of a State police has been brought forcibly to my attention since my appointment as Prosecutor of the Pleas in April, 1915. In order to fully comprehend my reasons, it would be well for you to take a map of New Jersey which shows the location of Burlington County. Along the Delaware River you will notice that the county thoroughfares, consisting of improved stone roads, extend from Camden County through Burlington County in diverse directions. Two or three roads I might call particularly to your attention, one from Camdem County skirting along the Delaware River to Trenton, another from the Camden County line through Mt. Holly to Lakewood, Long Branch, Lakehurst and Toms River, the other from Camden County by way of Medford to Atlantic City. The interior of Burlington County consists, with the exception of a few small towns, of woodlands and farming districts.

"Burlington County being situated between Philadelphia on one side, Trenton on the other side and the seaside resorts on the other side, the traffic is very heavy at all times of the year. Excepting in the cities along the Delaware River, Moorestown and Mt. Holly, where there is some police protection, there is no protection whatever excepting the constables in the various townships. I might call forcibly to your attention the position of a constable in a township. They are generally elected or appointed by the Township Committee; they are entirely without training whatever, and if paid a salary it is very meagre, and in most cases they depend entirely upon the fees. It necessitates their having some outside employment. They are in some cases, more or less familiar with the roads in their immediate vicinity. It has been my experience in a number of cases where crimes have been committed that the constable could not be located and the various municipalities have had to telephone to the County Seat or Sheriff for assistance. Considerable time usually elapses and with the various improved roads throughout the sections, the guilty parties have made a clear get away.

"It has been a custom for a number of years, I am informed and this custom is increasing quite a lot during certain periods of the year, for offenders to come out from Philadelphia or other surrounding towns, with boats, and in some cases autos, going to the farming sections at night, robbing the farmer of his fruit and crops and taking it to the cities. These cases are numberless in the trucking season, and in two or three instances the parties have been captured. Numerous complaints have been made by farmers and petitions have been presented to me, asking for some police protection, but it is impossible for me to grant their requests.

"In the wooded sections of the interior of Burlington County are large cranberry bogs. At certain seasons of the year large numbers of employes are hired to work on the bogs. These sections are absolutely without any police protection. Most of the labor employed on the bogs are foreigners, consisting almost entirely of Italians. This last summer some five or six Italians in an automobile came from Philadelphia to the cranberry bog of J. J. White, Inc., in Pemberton Township, held up and robbed another Italian woman of some $2300. This matter was not reported to my department until four or five hours afterward on account of the insufficient telephone communication and the inexperience of the local officers. On October 5th, apparently some of these Italians committed murder and assaulted with intent to rob A. J. Rider, his daughter, his brother and J. N. Rigby, near Atsion, on the Atlantic County road. They attempted to rob them of some $4000 which had been taken to the cranberry bogs to pay off the pickers. Three or four of these Italians have been apprehended and are now being held awaiting the action of the Grand Jury.

"I could cite several incidents but the ones I mention are pretty well known throughout the State. I feel positive that the question of the State constabulary for Burlington County would meet with the unanimous approval of the people of Burlington County.

"Any further information which I can give you, which will be of use to you, I will be pleased to give you upon your advising me."

Very truly yours,

(Signed) JONATHAN H. KELSEY,
Prosecutor of Burlington County,
New Jersey.

Opinion of Prosecutors. The Prosecutor of the Pleas of South Jersey are strong advocates or silent sympathizers of additional rural protection and recommend generally the establishment of a State police. Prosecutor Jonathan H. Kelsey of Burlington County, Prosecutor William J. Kraft of Camden County, Prosecutor Daniel W. Beckley of Gloucester County, Prosecutor Daniel V. Summerill of Salem County and Prosecutor Edwin F. Miller of Cumberland County have called attention to the large amount of rural crimes and urged the establishment of a rural patrol of State police.

Grand Jury Requests for State Police. The problems of rural crime and the difficulty of apprehending it under the present system have reached such portions in South Jersey that within the last few months the Grand Jury of Burlington County and the Grand Jury of Altantic County, each have made presentments to the New Jersey legislature asking for the establishment of a State police to give more adequate rural protection.

RESOLUTION OF THE BURLINGTON GRAND JURY FOR 1916

WHEREAS: The prevalence of serious crime throughout Burlington County has led to consideration of reasonable means to prevent the continuance of depredations, damages and murderous assaults. The problems include the vast territory, much of which is sparsely settled with little or no police protection, and the consequent difficulty in making successful efforts for regulation or prevention.

THEREFORE: Be it resolved that the Grand Jury recommends the legislature enactment providing a form of State constabularly which has proven so effective in other Commonwealths where similar conditions have prevailed. And

WHEREAS: Owing to long continued complaint, particularly from the rural sections, obtaining money under false pretense, wanton destruction of property, malicious mischief.

RESOLVED: That the declarations and resolutions be filed with the court, and that the clerk be directed to send certified copies thereof to the representatives of Burlington County in the Senate and House of Assembly. (a)

(*Signed*) D. G. BAIRD,
Foreman.

RICHARD B. ECKMAN, *Clerk*

(a) The following statement was prepared for the Bureau of State Research by the Burlington County Grand Jury:

"(1) Our county authorities inform us that the proportion between the crimes committed and the criminals apprehended and brought to justice is about 20 to 1, that is to say, that for 20 crimes committed 19 of them go unpunished, and this is especially true of the rural districts where the only peace officer is a constable elected by the people to be sure, but at the same time generally inefficient and unable to cope with any serious matter that may arise, and utterly useless as a preventive of crime. The pay is generally so small that he must get a living in some other occupation, and to that extent he is usually not to be found when he is wanted. Add to this he may be familiar with his own township or district and entirely unfamiliar with adjoining districts and as is frequently the case, will not leave his own bailiwick upon the theory perhaps that somebody else is paid for that, in fact there is no cohesion between the peace officers of the various townships nor under all the circumstances can there be.

"Our county is very largely a rural section, and, except in the more thickly settled communities along the Delaware River, that have and maintain, strictly within their own boundaries, a measure of police protection, the rest of the county is at the mercy of criminals from the large cities, who in these days of quick transportation by automobile or otherwise manage to perpetrate all manner of crimes with impunity.

"Our Grand Jury firmly believes that a State Constabulary of the kind maintained by the adjoining State of Pennsylvania, should be provided by statute with such regulations as in the wisdom of the legislature may be necessary to afford our rural population a measure of protection. With a State Constabulary system properly inaugurated, the apprehension of criminals would, in a larger measure, be assured, and this would, in itself, prove an ultimate preventative of much lawlessness.

"(2) In our minds there is a practical unanimity of opinion all over the county as to the wisdom of providing for a State Constabulary.

"(3) A resolution adopted by our Grand Jury at a recent session, and presented to the Court, is enclosed herewith.

"(Signed) D. G. BAIRD,
"Foreman Burlington County Grand Jury."

1. Davis G. Baird, Beverly City, 2nd District.
2. William Frick, Chester Township, 1st District.
3. Thomas Henry, Beverly City, 2nd District.
4. Walter Black, Bordentown Township.
5. Bair Ferguson, Beverly City, 2nd District.
6. Harry Brick, Medford Township, East District.
7. Alexander Ferguson, Beverly City, 2nd District.
8. William B. Ross, Southampton Township, East District.
9. Geo. T. Williams, Burlington City, 2nd Ward, 2nd District.
10. Isaac Snowden Haines, Burlington City, 3rd Ward, 2nd District.
11. Clayton Hancock, Springfield Township.
12. Harry K. Cramp, Beverly Township, 2nd District.
13. Israel W. Garwood, Medford Township, West District.
14. Charles Stokes, Beverly Township, 2nd District.
15. Samuel Roberts, Chester Township, 5th District.
16. Alfred Holloway, Chesterfield Township.
17. Harry Borden, North Hanover Township.
18. Henry H. Albertson, Burlington Township.
19. Nathaniel R. Ewan, Southampton Township, East.
20. J. Fletcher Street, Beverly City, 2nd.
21. Clois W. Snyder, Palmyra Township, 2nd.
22. Thomas Walter Borton, Northampton Township, 4th.
23. Peter Carty, Mansfield Township.

1. Davis G. Baird, Beverly City, 2nd District.
2. William Frick, Chester Township, 1st District.
3. Thomas Henry, Beverly City, 2nd District.
4. Walter Black, Bordentown Township.
5. Bair Ferguson, Beverly City, 2nd District.
6. Harry Brick, Medford Township, East District.
7. Alexander Ferguson, Beverly City, 2nd District.
8. William B. Ross, Southampton Township, East District.
9. Geo. T. Williams, Burlington City, 2nd Ward, 2nd Dist.
10. Isaac Snowden Haines, Burlington City, 3rd Ward, 2nd District.
11. Clayton Hancock, Springfield Township.
12. Harry K. Cramp, Beverly Township, 2nd District.
13. Israel W. Garwood, Medford Township, West District.
14. Charles Stokes, Beverly Township, 2nd District.
15. Samuel Roberts, Chester Township, 5th District
16. Alfred Holloway, Chesterfield Township.
17. Harry Borden, North Hanover Township.
18. Henry H. Albertson, Burlington Township.
19. Nathaniel R. Ewan, Southampton Township East.
20. J. Fletcher Street, Beverly City, 2nd District
21. Clois W. Snyder, Palmyra Township, 2nd District.
22. Thomas Walter Borton, Northampton Township, 4th.
23. Peter Carty, Mansfield Township.

RESOLUTION OF THE ATLANTIC COUNTY GRAND JURY FOR 1916.

WHEREAS: The late occurrence of a terrible tragedy involving the life of one and the nearly fatal injury of three other persons, almost within the borders of Atlantic County, conclusively demonstrates the absence of adequate protection to those using our rural highways; and

WHEREAS: The urban and other police forces of our communities are manifestly incompetent to provide efficient patrol to protect such highways so that the commission of brutal crimes may be rendered more dangerous than their encounter; and

WHEREAS: The pursuit of the development of all our natural resources and the extension of the opportunities to exploit the advantages of our resorts should be zealously encouraged as matters of the highest importance to the State and local welfare and demand that adequate safety shall be afforded to all persons using the rural highways; now

BE IT RESOLVED: That the Grand Jury of and for the County of Atantic in Session at Mays Landing at the October Term of 1916, earnestly recommends to the Governor and members of the State Legislature that such law or laws be submitted to the Legislative body at the next session as will provide a State police force competent to afford efficient protection of the rural highways of the State, and

BE IT FURTHER RESOLVED: That copies of the foregoing resolution be placed in the hands of the Governor of the State and State Senator and Assemblyman representing the County of Atlantic upon his and their election in November next and in the hands of the President of the Senate and the Speaker of the Assembly on the organization of those bodies in January, 1917.

Recorded Rural Crime In South Jersey. Some idea of the amount of rural crime in South New Jersey may be had from the following list of complaints which all, or almost all, came from sections of the respective counties which are without police patrol.

RURAL AND SUBURBAN COMPLAINTS.

	Years	
Burlington County	1915-1916	315
Camden County	1912-1916	1780
Gloucester County	1912-1916	743
Salem County	1911-1915	954
Cumberland County	1911-1915	3375
Atlantic County	1913-1916	217
Total		7384

Conclusion for South Jersey. There is an unmistakable and great need for additional protection of the rural sections of South Jersey and in especial for Burlington, Camden, Gloucester and Salem Counties. It would seem that the only police protection which would be effective in deterring the more troublesome crimes of these sections would be a form of rural patrol.

Middle Jersey. Monmouth, Ocean, Mercer, Middlesex, Somerset and Hunterdon Counties, have somewhat different rural problems from those obtaining either in South Jersey or North Jersey. They are less suburban, and are more remote from Philadelphia and New York.

Monmouth and Ocean Counties each have distinct interior and shore problems. Their eastern boundary is sea coast and is thronged each summer with thousands of resorters. A large number of the homes along the shore are summer homes and are locked up for the winter. Middlesex County contains a large foreign population which gives some difficulty, especially around the Perth Amboy district. The suburban districts of Mercer County, although situated near Trenton and in line for the roaming criminal element, has virtually no rural patrol protection. Somerset and Hunterdon Counties are almost altogether rural and although lacking rural patrol, do not have as serious criminal problems as many other counties in the State. There are certain sections of these counties, however, which have distinct rural problems.

There are many valuable properties situated throughout Middle Jersey which are located without the bounds of local police protection and are quite without any form of patrol protection except such as they provide for themselves. One of the largest business concerns in this section indicated that they had been several times on the verge of moving from New Jersey into Pennsylvania, because of the lack of protection in rural New Jersey and the adequacy of it in Pennsylvania.

The specific problems which are confronting the more rural district of Middle Jersey are set forth in a letter from Mr. Gustav Lindenthal of Metuchen (Middlesex County) as follows:

"Each year in the autumn when the hunting season commences we have been suffering in my neighborhood, Raritan Township, north of Metuchen, from poachers and trespassers overrunning our farms, and numerous fires could be traced to them. We have no fires at any other time. It was not safe to walk in the woods because of the indiscriminate shooting; the whole land was posted with numerous signs warning off trespassers, but these signs were torn down and when trespassers were encountered their excuse was always that the property was not posted and that they did not know they were trespassing. Among them were boys less than 16 years of age and in many instances men who had no license whatever. It is a time of lawlessness and disorder to lives because of the bad laws relating to licensing hunters. Therefore, as a protection, the five property owners in my neighborhood join in engaging constables to protect our property against fires and trespassers during the hunting season. As a result, we had no fires and could enjoy walking in the woods without danger of being hit by stray shots. Only two arrests were made and violators of the law kept away because the fact became known that our property was guarded by constables. The expense was about $100, which is really that much of an addition to our taxes for the protection of our property.

"If the State of New Jersey had a State police of the same organization as the State of Pennsylvania had, it would give protection to the country that we have not now. They could take over the duties of the game wardens and constables and in that way they would not be an additional expense to the State, but with the proper organization should be a great saving. The respect which is paid to a uniform makes one uniformed State policeman worth at least ten constables in citizens' clothing. By having an efficient method of patrolling, the State would be cleared of tramps, detection of crime would be made easier because of the better organized police. A State police is among the necessary organizations of any truly well-governed country. It goes without saying that the State police should be sufficient in numbers to be effective in case of riots, and that the force should be absolutely out of politics. Pennsylvania State police furnish an excellent example of both. The great advantage of such an institution is also already felt in the State of New York, and it only will be a matter of a short time before such a police is created also in this State."

Another letter indicating the kinds of rural problems which are confronting the smaller localities of Middle Jersey are set forth by Justice of Peace F. W. Harris of Rocky Hill (Somerset County) as follows:

"The functions of such a body as is maintained in Pennsylvania would save the State thousands of dollars, in numerous ways, first as guardians of law and order, suppression of riots and mob violence during strikes especially in the outlying districts, where no protection whatever is offered at present by State or County, until violence has worked its will.

"Second, to act as inspectors of highways, regulation of automobile traffic, etc., thereby abolishing hundreds of useless highway inspectors, appointed for political purposes, also to protect game and fisheries, property and human life, by running down murderers, thieves, and criminals of all kinds. The great labor organizations tell us that they are opposed to lawlessness in any form; why then, are they exerting every spark of energy they possess to oppose this much needed protection.

"At Manville, N. J., stands an Asbestos Works, employing approximately 2,000 foreign laborers, isolated from any protection, employer with his immense capital, employees with his family.

"The Atlantic Terra Cotta Company likewise, in Rocky Hill, and thousands of similar concerns throughout the State, what would be the result of sudden unexpected strikes and riots. The writer can state here that our company is compelled to send a distance of over one-half mile along a lonely road to get their pay money and have had the experience of being held-up by three masked men, who made their escape and were never apprehended.

"Some years ago thugs entered the residence of James Oppie, who conducted a grocery store in Griggstown. They beat him to death, tied his wife to the bedpost, accomplished their object and escaped, and to this day they have never been apprehended.

"One Dominic Inamorat, walking out of the hotel in this place one Saturday afternoon some two years ago, drew a revolver and fired two shots into the body of another man and made his escape.

"Ninety per cent. of the failures in capturing offenders are caused through the authorities marking time and delaying action, which would be eliminated in most instances by having competent capable officers, trained to perfection in the machinations of criminals, ready at all times, for the call to duty.

"Shortly after all this clean-up my residence was entered at 2 A. M., whether for robbery or revenge has never been known, as the culprits made their escape slightly in advance of two .45 Colt bullets. Robberies were so frequent in this borough two years ago, they entered three houses in one night, setting fire to one which necessitated the forming of a vigilance committee, when a force of twenty men patrolled the street all night for weeks.

"In October a stolen horse and buggy were recovered tied under a shed, the owner was found. The thief made his escape."

Opinion of Prosecutors. The Prosecutors of Middle Jersey are divided in their opinion as to the need for additional protection. Prosecutor Chas. F. Sexton of Monmouth County, Prosecutor Harry E. Newman of Ocean County and Prosecutor Joseph E. Stricker of Middlesex County have expressed an opinion that there should be additional protection for the rural sections or for central detective bureau and stated that they believe a State police should be established. Prosecutor A. M. Beekman of Somerset County, Prosecutor Martin P. Devlin of Mercer County and Prosecutor Richard S. Kuhl of Hunterdon County do not favor the creation of a State police.

Recorded Rural Crime In Middle Jersey. Some idea of the amount of rural crime may be had from the fact that all or almost all of the following complaints of crime have been received by the prosecutors from rural sections which have no police patrol.

RURAL AND SUBURBAN CRIME.

	Years	
Mercer	Not segregated	
Monmouth	1914-1916	2797
Ocean	1914-1916	400
Middlesex	1912-1916	1171
Somerset	1912-1916	520
Hunterdon	1911-1916	628
Total		5516

Summary for Middle Jersey. The most flagrant of the rural problems of Middle Jersey is the crime throughout Monmouth County, along the shores of Monmouth and Ocean Counties, some interior sections of Ocean County, in Middlesex and the suburban districts of Mercer County and certain sections of Somerset County. Considerable disturbance has obtained in the various unpatrolled areas and have necessitated the hiring of private guards by residents and large plants situated in rural areas.

North Jersey. The eight counties of North Jersey fall into various classes. Hudson and Essex are almost altogther urban and with the exception of certain suburban sections of Essex County, present no rural crime problem. Bergen, Passaic, Morris and Union are at once suburban and rural counties and Warren and Sussex are altogether rural.

Hudson County has no rural problem and has no need for additional rural protection. Union County lies on the main lines of traffic from north to south and has some rural crimes. Bergen County has a very large suburban area and an especially acute rural and suburban crime problem. Most of the crime in Passaic County comes from Paterson, but there is considerable crime in different rural and suburban sections of the county. Morris County has great need for some form of additional protection for its troublesome mining and other rural sections. Warren and Sussex Counties are almost entirely rural and lack any form of police patrol.

Prosecutor Thos. J. Hutchkin of Bergen County does not feel that he has been in office sufficiently long to express an opinion. His predecessor, Mr. Wendel J. Wright, who was prosecutor of Bergen County for seven years is a strong advocate of a State police, and declares there is an urgent need for better rural protection. Prosecutor Michael Dunn of Passaic County is inclined to feel that the expense of a State police would not justify its establishment. Prosecutor Charlton N. Reed of Morris County believes that additional protection should be given to the rural sections, but does not say that he favors State police. Prosecutor Alfred A. Stein of Union County does not feel that there is need for a State police. Prosecutor William A. Stryker, Warren County was non-commital or negative and also Prosecutor William A. Dolan of Sussex County; Prosecutor Hudspeth of Hudson County says there may be

need for rural patrol in some counties but not in Hudson, and Prosecutor Harrison of Essex County made no statement.

Recorded Rural Crime In North Jersey. Some idea of the amount of rural crime may be had from a list of the formal complaints which have been made to the Prosecutors of the Pleas in the various counties from the rural sections.

COMPLAINTS FROM RURAL AND SUBURBAN SECTIONS.

	Years		
Union	1914-1916		234
Bergen	1912-1916		2056
Passaic	1913-1915		574
Morris.....	1911-1915		(Not segregated)
Sussex	1911-1916	Justices not complete	715
Warren	1913-1916	Justices not complete	1785
Total.....			5364

Conclusion. The rural and suburban sections of New Jersey are quite without police patrol and are, indeed, without any real police protection except such as may be had by sending to the county-seat for the sheriff or Prosecutor's detective. But the majority of the sheriffs do not conceive it as their duty to apprehend criminals and in the majority of the rural counties the Prosecutor has no or only one detective. This leaves the rural and suburban sections of the State not only entirely without police patrol but, as compared with the urban sections, almost without any police protection. But those rural and suburban sections have considerable crime. In South Jersey, during the last from one to five years, the Prosecutors received 7384 formal complaints of crime from these unpatrolled rural sections; in Middle Jersey there were 5516 complaints from the rural sections; in North Jersey there were 5364 complaints from the rural sections. Thus it would seem not only advisable but urgent, in view of these analyses, that a form of rural patrol be established to police the more troublesome of the rural sections of New Jersey and thus insure the protection of rural life and rural property against crime.

3—The Problem of Policing Riots

Industrial Development in Central New Jersey. New Jersey is pre-eminently an industrial State. In only one or two States in the Union is a greater proportion of the inhabitants engaged in industries or a greater proportion of the wealth so invested. New Jersey's development in this respect has been great in recent years. Its immense growth in population has been due entirely to industrial expansion. The State is comparatively small in area. Two States only in the Union are more thickly settled—Massachusetts and Rhode Island. In the portion of New Jersey nearest New York harbor and along the coast, the borders of one municipality touch those of another. Such a condition will gradually extend over a greater and greater part of the State.

Foreign Labor Element. There are many industries in New Jersey which employ a large proportion of unskilled, foreign, immigrant labor. These men are not highly paid. They perform a class of work which American laborers are unwilling to undertake. The workers in the silk mills at Paterson are largely Italians and Syrians. The workers in the oil and chemical and asphalt plants at Bayonne and Perth Amboy and in the clay beds near Perth Amboy are mostly Poles, Hungarians and Slavs. Most of them have not been long from Europe. They speak English imperfectly. Most of them come from the lower classes in their own country, although some of them are fairly well educated in their own language. They are not unintelligent, but are unable fully to understand the language, laws and customs of this country. Many have no hopes of rising out of the unskilled labor class. Their only weapon to enforce their rights is the collective strike. No one would deprive them of this. They are not organized into unions and seem to lack the necessary elements of cohesion and a common understanding for such organization. They are emotionable, excitable, and easily influenced.

Number of Strikes in New Jersey. During the years 1910 to 1915 the State Bureau of Labor Statistics recorded four hundred and seventy-three strikes. Eighty-eight per cent. were peaceful, 12% were accompanied by violence. Twenty-three per cent. of the whole number were successful, 25% partly successful, and 49% unsuccessful. Most of these strikes cause only a ripple in the communities where they take place, and do not rise to the rank of news sufficiently to get much space in the newspapers.

Distinction Between Riots and Strikes. A riot exists when "twelve or more persons are assembled with clubs, guns, swords, or other weapons," or when "thirty or more persons are unlawfully, riotously or tumultuously assembled." This is the definition given in the New Jersey Riot Act, and the acts there declared to constitute a riot are also unlawful at common law.

When a number of men working at the same place quit work on account of dissatisfaction with wages or other employment conditions, a strike exists. This state of affairs is legal. No law forbids striking. Striking does not involve rioting. The distinction between the two is most important. They are far removed from each other. Strikes are lawful and peaceful. Riots are unlawful and violent.

Comparatively Small Number Of Strikes Accompanied By Violence. Strikes are not ordinarily accompanied with violence. The State Bureau of Labor Statistics has compiled information as to 473 strikes during the years 1911-1915. Four hundred and thirteen (or 88%) of these were peaceful. Sixty of them (or 12%) were attended by violence in some degree. Thirty-one of these sixty strikes (or 6% of the whole number) were accompanied with a large amount of violence.

In at least twenty-three of these thirty-one riots, it was necessary to use police protection additional to local forces or to use special deputies. The number of strikes in which special deputies or extra guards were actually used was probably greater than twenty-three, for they were used in some strikes where the Bureau of Labor Statistics has failed to mention the fact. But the report of the bureau seems to give mention of all instances in which violence occurred.

The following table gives the location by counties of all strikes from Sept. 30, 1910, to Sept. 30, 1915, and shows whether they were peaceful or were accompanied by small or large amount of violence, as investigated by the Bureau of Labor Statistics:

ANALYSIS OF NEW JERSEY STRIKES DURING 1910-15.

County	Peaceful	Small amount of violence	Large amount of violence
Atlantic	2	..	..
Bergen	15	1	1
Burlington	6	..	..
Camden	13	..	..
Cape May	..	..	..
Cumberland	1	..	..
Essex	63	7	4
Gloucester	2	..	..
Hudson	100	12	8
Hunterdon	..	..	..
Mercer	35	3	5
Middlesex	63	1	6
Monmouth	7	..	..
Morris	12	1	3
Ocean	..	..	1
Passaic	31	1	2
Salem	1	..	..
Somerset	5	..	..
Sussex	3	..	..
Union	44	2	2
Warren	10	1	..
Total	413	29	31

SUMMARY OF STRIKES, 1911-1915.

Peaceful	413	or 88%
Small amount of violence....	29	or 6%
Large amount of violence....	31	or 6%
	473	

Violence and Unsuccessful Strikes. According to the Reports of the State Bureau of Labor Statistics, 94, or 23% of all strikes were successful, 104, or 25%, were partly successful, 206, or 49%, were failures, and 7 as to which no record of success was given. There were during the same period 60 strikes accompanied by either a large or small amount of violence. Among these 60, 7 (or 11%) were successful, 11 (or 18%) were partly successful, 40 (or 66⅔%) were failures, and the record of success of two was not given.

Loss of Life And Property In Riots. Eighteen lives were lost in riots between Sept. 30, 1910, and Sept. 30, 1915, according to the records of the Bureau of Labor Statistics. Some of these were bystanders, some strike breakers, some strikers and some deputies or officers. Three lives were lost during the Bayonne strike in October, 1916—two of them innocent bystanders. During the same time about one hundred persons were seriously injured, and several times that number were beaten and assaulted.

There has been considerable destruction of property. Morris County settled a claim for destruction of a locomotive in 1913 by rioters, for $3,240. Property of the Tide Water Oil Co., worth $10,000, was burned in July, 1915. During the same riot fire, supposedly of incendiary origin, destroyed property of another company worth $75,000. There are other instances.

The following tables show the date, location, and a few particulars of some of the strikes accompanied with violence occurring between Sept. 30, 1910, and Sept. 30, 1915. These records were taken entirely from the reports of the investigation made officially by the Bureau of Labor Statistics in New Jersey.

RIOT FACTS FOUND BY THE BUREAU OF LABOR STATISTICS.

Date.	County.	City.	Particulars.
Sept. 2, 1911	Hudson	Jersey City	50 Polish laborers of Berwind-White Coal Company. conflicts between strikers and strike-breakers. One strike-breaker killed.
Feb. 15, 1911	Hudson	Jersey City	200 teamsters of Burns Bros. Coal Co. Company brought to complete standstill. One of strikers killed in row among themselves.
Sept. 20, 1911	Union	Elizabeth	Between 30 to 75 union moulders of Colwell Lead Co. Conflicts between strikers and strike-breakers. Firearms used. Two wounded. Police busy dispersing crowds and protecting property of company. Bomb exploded near wagon with strike-breakers.
Trenton	Oct. 1, 1911	Mercer	35 employees of Trenton, Bristol and Philadelphia St. Railroad Co. Cars and crews of strike-breakers attacked.
Mar. 8, 1912	Hudson	Hoboken	6 drivers of National Casket Co. Strike-breakers attacked by strikers. Much violence. Strike-breakers beaten. Hoboken and some Jersey City police kept busy protecting wagons and trucks of company.
Apr. 9, 1912	Essex	Montclair	1000 hod carriers and laborers. Violence from beginning of strike. 30 deputies sworn in by sheriff. Strikers attack men at work. Policeman badly injured. 20 arrests made.
May 1, 1912	Ocean	Pt. Pleasant	Section gangs of N. Y. & Long Branch R. R. Spread along line to Oceanport. All road laborers forced to suspend work. Attempt to wreck bridge. Fight between strikers and railroad detectives. Some strikers injured. 20 arrested.
May 6, 1912	Essex	Newark	2200 sewer and cellar diggers. Workers forced to quit by threats of violence. Strikers clash with police force of Rutherford; two rioters shot. Chief of Police badly wounded. 40 men arrested. Many deputies. 8 persons wounded, one killed.
June 8, 1912	Middlesex	Perth Amboy	5900 unskilled laborers involved. 400 deputies employed. Other deputies used but not enumerated. Deputies cost $12,000. 3 killed, 5 seriously wounded and many others slightly wounded.
Dec. 7, 1912	Bergen	Edgewater	Several hundred laborers employed by New York Susquehanna & Western R. R. 2 deputies killed; 18 men seriously wounded; many slightly wounded. 215 deputy sheriffs used, and 125 guards for Palisades; local police and railroad detectives. 5 rioters convicted of murder in second degree.
Dec. 27, 1912	Essex	Newark	30 drivers of Merchants Express Co. Several outbreaks. Strong police force required to protect strike-breakers.
Jan. 2, 1913	Essex	Newark	200 tailors and garment workers. Rioting and violence in vicinity of shops. Arrests made by police.
Jan. 16, 1913	Morris	Mt. Pleasant	270 miners, Thomas Iron Co. 75 special deputies used. Special guard deputy shot. Striker arrested.
Jan. 18, 1913	Morris	Mt. Pleasant & Mt. Hope	300 miners, Empire Steel & Iron Co. Violence every day. 250 deputies. Request for State guard; refused. 5 deputies shot and several wounded. Train wrecked.
Jan. 23, 1913	Passaic	Paterson	150 to 1000 silk weavers, Doherty Silk Co., and finally 20,000 from rest of silk companies in the vicinity. I. W. W. agitation. Homes and persons of workers assailed with bombs and missiles; 1 killed; nearly 300 arrests; many held for Grand Jury; 92 convicted and fined or imprisoned. Mob of 3000 massed at Doherty Co. and assaulted workers, so mill had to be closed to save lives. I. W. W. leaders arrested. Quinlan and Miss Flynn tried for inciting riot. Strike extended to mills in Hudson and Bergen counties.
Feb. 19, 1913	Mercer	Trenton	200 employees in Linoleum works. Workers assaulted. Police busy guarding against violence.
Feb. 26, 1913	Mercer	Trenton	200 employees of Joseph Stokes Rubber Mill. Police escorts necessary to protect workers.
Mar. 1, 1913	Hudson	Bayonne	49 employees of Herman Bros. Cap Factory. Lasted 15 weeks. Fierce encounters between strike-breakers and workers with strikers and sympathizers. Several severely injured. Workers frightened into stopping work or joining strikers.
Mar. 3, 1913	Middlesex	Deans	200 track laborers, Penn. R. R. Constant vigilance of local police and company detectives. Passenger trains stoned. Seize work train. Strikers wounded in struggle with police. Firearms used by both sides.
Apr. 23, 1913	Middlesex	Perth Amboy	2500 finally involved of 12 clay companies. Men quit work in order to avoid violence. 100 special deputies. Mob at Valentine Bros. attempt to "rush" the yards. 12 arrests made.
May 1, 1913	Essex	Newark Orange Montclair Passaic Paterson	15,000 laborers, sewer making, road paving, etc. Many outbreaks of violence. Many arrests made.
May 1, 1913	Union	Springfield	20 men employed in nursery of E. & F. Co. In endeavor to force other eight out several were severely beaten; two dangerously injured. Deputies used. Arrest of ringleader.
May 12, 1913	Morris	Morristown	40 laborers of Lackawanna R. R. Struggles with other gangs to make them stop. Several severely beaten. Ringleader arrested.

Date.	County.	City.	Particulars.
Feb. 10, 1913	Middlesex	Woodbridge	65 "pressers" of Federal Terra Cotta Company. Extra guards necessary to protect strike-breakers.
May 11, 1913	Warren	Phillipsburg	150 laborers laying tracks for Phillipsburg Horse Car Railroad Co. Some rioting. Ringleaders arrested, tried and sentenced to jail for 30 days.
Aug. 20, 1915	Bergen	Edgewater	720 employees, men and women. General Chemical Company. One man, supposed to be strike-breaker, severely beaten. Several arrests made. Non-resident strikers ordered out of town; resident strikers ordered off the street. Preparations to turn fire hose on them in case of violence.
July 12, 1915	Essex	Newark	125 bridge and iron workers; 14 companies affected. Crowd of 50 smashed windows with bricks and other missiles at Manhattan Iron Works. Put to flight by police; three arrests.
Apr. 3, 1915	Essex	Newark	300 men and women, A. Hollander & Sons. Large force of police necessary to protect works. Two bystanders killed; 3 men, a bystander, a striker and a strike-breaker wounded.
Oct. 24, 1914	Hudson	West N. Y.	6 male stitchers, West Shore Embroidery Co. Several outbreaks of disorder occurred. New hands attacked.
Jan. 6, 1915	Hudson	Hoboken	20 union men in factory of Henry Wallmer & Son, cloth cap manufacturers; 1 man dangerously wounded.
Jan. 16, 1915	Hudson	Jersey City	150 garbage collectors. Throwing of stones at new employees; 8 arrests. Some men injured.
July 15, 1915	Hudson	Bayonne	6070 employees of Standard Oil Co. Vacuum Oil and Tide Water Oil Co. Strikers violent and disorderly; about 150 arrests. Five killed, many seriously wounded. 300 deputy sheriffs; 300 special guards of companies; 100 Bayonne police. Firemen.
Jan. 4, 1915	Middlesex	Roosevelt	1000 men from several chemical companies. Many deputies and private guards used. Two killed, 14 seriously wounded and many slightly wounded. 28 deputies arrested for manslaughter.
Jan. 9, 1915	Middlesex	Metuchen	20 "pressers" Phoenix Ceramic works. Many assaults on other employees. Private company guards used.
June 23, 1915	Middlesex	South River	300 girls, South River Cigar Co. Attack workers in plant. Special guards used.
June 18, 1915	Passaic	Paterson	11 weavers of National Silk Co. Attacked office force, broke furniture and windows.
Mar. 8, 1915	Passaic	Haskell	250 employees of Haskell plant of E. I. duPont de Nemours Powder Co. 100 special gnards on constant duty.
Feb. 2, 1915	Union	Summit	175 Weavers in Summit Silk Co. Revolvers fired, clubs used and stones thrown. Two men severely injured; two arrests; 20 special deputies. Workers attacked by mob. One man beaten severely. Firemen called upon.

Causes of Riots. In order fully to analyze the causes of riot violence (not the causes for strikes) and the attendant loss of life and personal injury, it would be necessary to understand the psychology of mob action as exemplified in crowds of foreign, immigrant laborers. The most of the riots have occurred in those industries which employ unskilled foreign labor. These laborers are not as a rule organized into unions. They are of Hungarian, Slav, and Italian origin. Taken singly or seen about their ordinary tasks, these men are quiet, innocent, and even child-like. Some of them are unintelligent and some are vicious, but this is true of but few. They cannot understand English very well. Their only method of making their demands known when they want more wages is to quit work. It is unlikely that when they quit they really intend violence. As a matter of fact, perhaps the greater part of the violence is not caused by striking laborers, but is caused by sympathizers, ne'er-do-wells, and rowdies who never work, or half-grown boys or indiscreet superintendents. However, when once these laborers have quit work the fear of losing their jobs permanently begins to assert itself. They fiercely resent the attempt to put others in their places. They cannot understand that they have no right to use force to prevent other men from going to work. Usually saloons are wide open. Many of the laborers become crazed with whiskey. Professional agitators exploit them and work on their fears. Hired deputies taunt them. The methods used to preserve order excite, instead of calm the men. The result of all this is to develop the mob spirit, which leads to violence.

It may be well to repeat that the riot problem must be dissociated from the strike problem. Striking is legal; rioting is illegal. Workmen have a right collectively to quit their jobs. If in so doing they break a contract they may be liable in civil action, but they cannot be compelled by force to work. Neither have they any right to use force to prevent others from working. The law gives workers the right to quit work so long as their acts are peaceful. Whenever they begin to use force, to assault the person or destroy property of others they are violating the law. This is well recognized. Leaders of organized labor are opposed to violence. The question of policing riots is not one of sympathy with or against labor, it is one of enforcement of law, and of protection of life and property. The loss of so many lives in these riots is a serious wrong.

Local Police As Riot Protection. In many cases rioting has taken place in localities where there was a small local police force or where this force was small in comparison to the number of rioters. In twenty-three instances recorded by the Bureau of Labor Statistics and many more unrecorded it has been necessary for the local authorities to employ additional deputies to keep order. In still more instances private owners of industrial plants have had to employ and arm private guards to prevent destruction of property. The police authorities of Bayonne and Perth Amboy, where the most rioting has occurred, state that their local forces are insufficient in riots and urge the establishment of a State Police force. The authorities of various small places have reached the same conclusion. The police authorities in larger places do not feel such a keen need. In various instances local police have been charged with favoritism. These charges are not always true, but naturally the officer who has friends, neighbors or relatives among strikers and who may incur enmity from neighbors for acts done in suppression of riot disorder, sees matters in a different light from the officer without local interests.

The Ruling Of Justice Bergen. The Sheriff has no standing force at hand to enforce the Riot Act. He is required to perform a duty, but is given no means with which to perform it. The Riot Act gives him power to command citizens of the State to assist in dispersing a riotous assembly and holds any such person assisting the Sheriff guiltless if any of the persons unlawfully assembled are killed or injured in dispersing, seizing, or apprehending them or endeavoring so to do. In practice, the Sheriff has not called upon the citizens of the county. The citizens usually object to serving on such duty. Further, they are not trained, and in the few instances where they have been impressed to serve they have not rendered efficient service. The usual course of procedure followed by the Sheriff when necessary to patrol riots has been to obtain what are known as "professional deputies" from New York City—men who make it their business to hire out to police riots. But Justice Bergen, in his charge to the Middlesex Grand Jury in regard to the shooting and killing of men by professional deputies in the riots at Roosevelt, decided that the Sheriff had no right to call men from outside of the State or from outside the county to assist in policing riots, and that the fact that they were sworn as deputies was no defense to the charge of manslaughter. If this decision is correct, the use of professional deputies is rendered nugatory and the courses left to the Sheriff are either to use non-professional deputies, calling out the body of the county or to call on the Governor, whose only recourse would be to send the militia.

Statement by Arthur A. Quinn. The viewpoint of organized labor was expressed by Arthur A. Quinn, president of the New Jersey State Federation of Labor, in an interview with Investigator Mr. G. C. Pheasant, as follows:

If a State Police were used to patrol strikes it would not be a mere impartial instrument for preserving order, he says, but its force would be arrayed on the side of capital and the interests, and its acts would be directed against the strikers to break the strike. This has been the experience in Pennsylvania, he says. For instance, when the streets at Wilkes-Barre were filled with women doing their Saturday night marketing, and there was no disorder, the State policemen rode down through streets, he says, and ordered every one indoors, and even rode into the houses to enforce this order, all of which was an entirely unnecessary abuse.

The Pennsylvania State Police, he says, come in to take charge of strikes upon request from any person, without regard to whether the Mayor and local police authorities invite or oppose their coming.

The conditions existing among the unorganized foreign laborers at Bayonne, and similar places are essentially un-American. The strikes are caused perhaps more by dislike of the foremen than by the desire for higher wages. Many of these foremen are insolent in their authority, and mistreat the men, even striking and kicking them. When the men have struck, their desire to get even with the foremen is largely responsible for the violence which occurs. The men themselves said in the first Standard Oil strike at Bayonne that the "big bosses" were all right, they wanted to get the "little bosses." If the companies would do more welfare work in the right way and look after their men's living conditions they would not have so many strikes nor so much violence, says Mr. Quinn.

However, he says, these foreign laborers are now educated just to the stage where their little knowledge is dangerous, and they think that one who advises them to keep order and abstain from violence is on capital's side. Undoubtedly some means of preserving order is necessary in strikes such as at Bayonne, but this should be taken care of by the cities themselves. The State should pass a law permitting the authorities of one city to call in police from another city, and providing for pensions, benefits or disability relief for any policemen injured while in service in a city other than that in which they are members of the police force. Such a law should solve the problem. If a rural patrol were really needed, that would be another question.

The use of hired professional deputies to police strikes cannot be condemned too strongly as entirely evil in its results, says Mr. Quinn. But the creation of a State Police, he adds, would be the substitution of a new evil for an old one.

Efficacy of Present Methods of Protection. There has been no riot in New Jersey in which order has not been ultimately restored. This does not mean that the present system has been successful in maintaining order and preventing violence. The death toll from riots has been great. Many of those who lost their lives have been outsiders, totally unconnected with the strikers or their cause. The violence which has occurred at Bayonne and Roosevelt has blackened the name of the State.

Local deputies are untrained and unwilling to enforce order. Professional deputies are rough and reckless, have no particular interest in the final suppression of violence so long as the tenure of their jobs depends upon its existence, and are not men of particular judgment, are often extremely careless in taunting rioters and exciting them or in shooting into groups of rioters when such a procedure was entirely unnecessary. They are hated and despised by the strikers for the manner in which they make their living. Their presence may serve rather to increase than lessen violence. The charge is made by one New Jersey leader that during one strike, representatives of a firm which supplied professional deputies had in their pay an agitator who was stirring up the men to strike in order that the professional deputies might be furnished jobs. The use of such deputies is only defensible on the score of necessity, and is almost to be as much deplored as the acts of violence committed by the rioters.

Local police have uniformly behaved with great credit in the policing of riots, in spite of the accusations sometimes made that their sympathies were too much with the strikers to maintain order, or in other cases that they were brutal and savage in their attempts to subdue strikers. However, in many localities the local police have been insufficient in number to cope with the riot problems which presented themselves, and for this reason have failed to prevent a career of rioting, violence, destruction, and loss of life.

The militia, when called out, have usually been successful in maintaining order. The mere fact, however, that the militia are liable to be called out for riot duty has too often prevented the laboring classes from joining it, and has hindered the growth of the militia as an organization.

In one or two counties situations have been handled satisfactorily under the present system and in those instances it seems to be due rather to the personal fitness of the officer in charge of the maintenance of order, rather than to the merits of the system. That, on the whole, the present system is inefficient, is shown by the amount of violence which has taken place.

Conclusion On Riots. There should be made a very definite distinction between strikes and riots. New Jersey had 473 strikes during 1911-1915, but not over 60 (or 12%) of these were accompanied with violence, and 31 of that 473 (or 6%) were accompanied with much violence. The State has no legal right to suppress a strike. It is responsible to prevent the destruction of life and property from rioting. The riots of New Jersey during that period caused the loss of eighteen lives, the serious wounding of about one hundred persons, the injury of several times that number, and the loss of many thousands of dollars in property. These riots often occurred in localities which had little police protion and made it necessary to hire professional deputies from New York or elsewhere at considerable expense and much to the distaste of the rioters involved. The methods of these deputies have too often served only to aggravate the rioting. They work on a per diem basis and are generally rough and overbearing to the men. There is a very serious objection to calling the National Guard to perform riot service, since the militiamen have a distaste for police work and an especially strong dislike of becoming involved in industrial problems.

It would seem, in view of these situations that there would be a distinct social advantage to the State if the various localities were enabled in emergencies beyond their own control, to call upon a non-political State force. Such a force, normally performing other police work of the State should be absolutely non-partisan, fearless and trained guardians of the law. They should consider only and always the general interest of the State in the maintenance of law and order. They should never be ordered away from their normal policing of the State into an industrial center except after a careful investigation to determine whether their assistance is advisable or necessary.

4—The Foreign Element in the State

New Jersey, despite its comparitively small area, stands fifth among the states receiving the largest number of newly arrived immigrants each year. The only states receiving larger number are New York, Pennsylvania, Massachusetts, and Illinois. The foreign-born population of New Jersey has been set at 658,188. (*a*) In regard to the number of foreign-born at present residing in New Jersey the State also ranks fifth. Twenty-six per cent. of her entire population are foreign-born. (*b*) According to the Report of the Commission of Immigration for 1914, the foreign-born population of twelve of the largest cities in New Jersey is as follows:

	Per cent.
Passaic	52
Perth Amboy	44.5
Bayonne	37
Paterson	36
Elizabeth	32.5
Newark	32
Jersey City	29
Trenton	27
Orange	27
Camden	16.6
East Orange	16.5
Atlantic City	13.9

In the last ten years there has been a large increase in the number of foreign-born in New Jersey. Ten years ago there were 75,786 Italian-born in New Jersey, now there are 144,848. This represents a 100% increase. (*c*)

There were 74,404 English-born ten years ago and now there are 55,357. The German-born remain about the same and there is a 50% decrease in the number of Irish-born residents as in 1905 there were 136,061 and now there are only 75,444. (*a*)

The 1915 State census gives the total number of foreign-born in each county as follows:

County	English	Irish	German	Italian	All others	Total
Atlantic	1,907	1,335	2,054	4,819	4,271	14,386
Bergen	3,964	3,768	9,958	12,136	21,527	51,353
Burlington	853	1,240	1,146	1,672	4,748	9,659
Camden	3,563	2,733	4,617	5,114	9,762	25,789
Cape May	332	231	272	624	1,448	2,907
Cumberland	719	284	712	2,771	2,603	7,089
Essex	12,107	16,718	25,542	34,781	68,626	157,774
Gloucester	660	604	1,255	1,648	1,289	5,456
Hudson	10,514	24,131	37,635	35,468	71,398	179,146
Hunterdon	276	311	486	667	1,294	3,034
Mercer	4,307	2,796	4,319	5,889	16,608	33,919
Middlesex	1,375	2,528	4,889	3,784	38,323	50,899
Monmouth	1,593	2,584	1,897	3,523	6,365	15,962
Morris	1,965	3,032	1,994	3,998	6,307	17,296
Ocean	328	371	447	201	1,117	2,464
Passaic	6,111	5,635	9,200	15,690	51,762	88,398
Salem	145	223	261	624	1,508	2,761
Somerset	810	933	1,338	3,124	4,339	10,544
Sussex	290	151	256	470	2,459	3,626
Union	3,205	5,413	6,896	6,468	23,652	45,634
Warren	333	423	536	1,377	3,286	5,955
Total	55,357	75,444	115,710	144,848	342,692	734,051

Over 75,000 of these foreigners are engaged in industrial work. The table below will show their distribution and number in the various industries of New Jersey. (*b*)

The preponderance of certain classes of foreign element in sections of New Jersey has given no little trouble to neighboring residents both during peaceful and riotous times. The facts that so many of the foreigners are illiterate, that they are not familar with American democratic customs and that they are oftentimes emotional and subject to the sway of ill-meaning leaders—all combine to make the foreign problem in New Jersey a delicate one. These foreigners should be given full freedom as long as they are law-abiding. But the many instances of rape and robbery and assault and battery due to foreigners which are recorded in the county analyses would indicate that the problem has not yet been adequately solved.

TOTAL NUMBER OF EMPLOYEES IN 500 ESTABLISHMENTS REPORTING, CLASSIFIED BY NATIVITY AND BY SELECTED GROUPS OF INDUSTRIES.

	Number of Estab.	Total No. of Employees Number	Total No. of Employees Per Cent. to Total for All Industries	Foreign-born Employees. Number	Foreign-born Employees. Per Cent. to Total for Each Industry
Electricity, machinery, iron, steel and other metal works	124	51,615	32.8	21,317	41.3
Silk, woolen, worsted, cotton, etc., textile mfg	71	29,326	18.6	17,558	59.9
Oil industry	5	7,749	4.9	4,881	62.6
Brick, tile, sand, clay, etc., mfg	33	7,672	4.9	6,086	79.0
Rubber goods mfg	21	6,367	4.1	2,722	42.5
Chemical, medical and pharmaceutical goods	26	5,730	3.6	3,324	58.3
Clothing—dresses, underwear, and other tailoring mfg	20	4,620	2.9	1,417	30.8
Leather, shoes, trunks, and other leather goods	22	4,217	2.7	1,525	36.3
Wood works, including musical instruments	24	4,021	2.6	1,486	30.7
Glasses, bottles, porcelain, terra cotta, etc. mfg	16	3,162	2.0	995	31.1
Pyrosylin, powder and other explosives	4	3,130	2.0	791	25.5
Cigar mfg	5	2,951	1.9	1,736	57.9
Sugar mfg	3	2,473	1.6	1,962	75.5
All other industries	126	24,288	15.4	9,891	40.7
Grand total for all industries	500	157,321	100.00	75,691	49.4
Total in 13 leading industries	374	133,033	84.6	65,800	49.5

5—The Loss from Forest Fires

The State Forester of New Jersey calls attention in the last annual published report (*d*) to the fact that the State is trying to prevent and control forest fires on two million (2,000,000) acres of woodland with an annual appropriation of about $16,000, supplemented by contributions of about $4000 from the townships. The Department of Conservation and Development estimates that there was a loss of $209,090 to forests and other property during 1915 as a direct result from forest fires. A segregation is made just below of the devastation obtaining in each of the counties as a result of the forest fires of last year. (*c*)

FOREST FIRES BY COUNTIES.

County	Number Forest Fires	Number Embryo Fires	Acres Burned	Loss to Forests and other Property
Atlantic	76	72	26,110	$28,337
Bergen	22	19	1,040	1,173
Burlington	32	6	47,350	88,431

(*a*) Report of the Commission of Immigration of the State of New Jersey, 1914.
(*b*) Ibid.
(*c*) Newark News, December 1, 1915.
(*d*) Annual report for the year ending October 31, 1915. Department of Conservation and Development.

(*a*) Report of the Commission of Immigration of the State of New Jersey in 1914.
(*b*) Ibid.
(*c*) Annual report of Department of Conservation and Development for year ending Oct. 31, 1915; pages 59-63.

County	Number Forest Fires	Number Embryo Fires	Acres Burned	Loss to Forests and other Property
Camden	42	72	3,682	3,670
Cape May	29	41	3,387	5,267
Cumberland	46	27	9,708	11,782
Gloucester	31	4	12,997	11,955
Hunterdon	..	1	....	....
Mercer	3	5	48	30
Middlesex	46	8	5,825	6,835
Monmouth	29	28	3,838	8,940
Morris	71	51	5,623	11,473
Ocean	51	38	20,576	22,845
Passaic	22	17	851	880
Salem	7	7	718	1,195
Somerset	26	21	1,766	1,933
Sussex	29	31	2,952	3,961
Union	6	3	118	165
Warren	16	19	5,669	5,218
State Total.	584 (*a*)	470 (*a*)	150,258	$209,090

These tables show that there were 584 forest fires and 470 embryo fires in the State during 1915, which burned 150,258 acres and caused a loss to the State of $209,090.

Present Fire Organization. The present forest fire service in New Jersey consists of the State force, the local organization, the rural mail patrol, and the federal fire patrol. The State department of fire service is under the supervision of a State Fire Warden. Under the State Fire Warden there are division fire wardens, township fire wardens, district fire wardens, deputy fire wardens and fire watchers. The territorial scope of the fire service has been increased during the past year, and consequently it has been necessary to increase the number of State wardens. During the last year, fire warden service has been installed in 24 additional townships and the force of local wardens has been increased from 277 to 310. (*b*) Since 1912, all rural mail men have been designated by the U. S. Post Office Department as patrolmen, and many fires have been brought to the attention of the local wardens through this source. (*c*) Under the "Weeks Law Appropriation" the Federal Government allotted to New Jersey $2000 for the maintenance of forest fire lookouts and patrols, for use in North Jersey only. (*d*)

Need for More Forest Fire Protection. Despite that the Department of Conservation and Development has been doing most excellent forest fire service, with its limited facilities, there does seem to be a need for still more assistance to that department. The State Forester, as has been said, calls attention to the fact that the State is trying to prevent and control forest fires on 2,000,000 acres of woodland with an annual appropriation of $16,000 per year. The reports indicate that more patrols and watchers are needed to prevent fires by warning the people and to report them in the early stages.

The State Fire Warden says in his report: "The major handicap which the present force fails, and cannot but fail, to overcome is the impossibility of securing prompt notice of all fires that start." (*e*)

A letter from State Forester Alfred Gaskill, stating his opinion relative to the need for additional forest fire protection and the expediency or inexpediency of employing a State police to that end was received as follows:

"In a briefer way it may be observed that the State is trying to prevent and control forest fires on 2,000,000 acres of woodland, with an annual appropriation of about $16,000 supplemented by contributions from the townships approximating $4,000 a year.

"We know that more patrols and watchers are needed to prevent fires by warning the people and to report them before they assume dangerous proportions, but the money to provide an adequate service is not provided. The Department is convinced that by the expenditure of about $3,000 a year, besides what we now have, the effectiveness of the fire service can be very greatly increased. We shall try again this winter to get the necessary appropriation.

"As to the value of a Constabulary in controlling fires, that would depend largely upon the character of the organization. If the men were quartered in cities, or served only in troops, what they could do might be of little worth in comparison with the cost. If, on the other hand, they could be sent out individually to patrol acres subject to fires, they would be almost invaluable. Mounted fire guards have been used in this State, as elsewhere, with highly satisfactory results. Ordinarily such men do not themselves fight fire, but keep going and call out a fire warden when it is necessary. The State's warden service is ample.

"If it were provided that in ordinary times the members of a Constabulary should live in rural districts, their going about would give a degree of security that could scarcely fail to advance such communities in every way. It is an unfortunate fact that a good many country people fear, and are at the mercy of, their lawless neighbors.

"But even if this constant service were impracticable, a Constabulary available for fire patrol during times of danger would be just what we need. In normal years these times are brief. A few weeks each spring, and a shorter period while the hunters are about in the fall, furnish two-thirds of the forest fires."

Conclusion. The annual fire loss, which jumped to $209,090 in 1915, has become a serious problem in New Jersey. It would seem that the State cannot expect longer effectively to prevent and extinguish forest fires over a woodland of 2,000,000 acres on an annual appropriation of $16,000. Most effective assistance could be given to the present Department of Conservation and Development by a provision for patrol of the wooded sections during fire seasons to warn people and report fires at their inception.

6—The Enforcement of the Road Laws

The enforcement of the New Jersey Road laws at the present time is left to the administration of the Motor Vehicle Department. This department has a staff of twenty-three motor cycle inspectors who patrol the principal automobile highways of the State and do much toward the proper enforcement of the speeding laws. The number of motor cyclists, however, is inadequate alone to patrol the roads of the State and attention has been called again and again to the need for more men to enforce the road laws. There are many roads in the State where autoists make themselves a serious menace to the farmers and residents along the way and which the Motor Vehicle Department, with its present limited facilities, is unable to patrol.

Commissioner William F. Dill, head of the department of Motor Vehicles, submitted his report to the legislature on January 23, 1917. This report showed that 215 people were killed in New Jersey by automobiles in 1915. The number of cars using New Jersey roads is rapidly increasing. The number of auto licenses in that year increased from 78,232 to 144,341, motor cycle licences from 11,616 to 12,209 and drivers licences from 100,126 to 137,855. Sitting as a Magistrate, Commissioner Dill heard 1365 cases, an increase of 223 over 1914. He revoked 251 drivers licenses, placed 164 names on the black list and suspended 55 licenses.

Complaints from many of the sections of New Jersey which have no Motor Vehicle Inspector Patrol, pointing out the reckless driving and excesive speeding, would seem to indicate that much gain could be had in the enforcement of the road laws with the assistance of an effective Rural Patrol.

(*a*) These totals are greater than the actual number (1016), because in 41 cases one fire burned in two or more townships.
(*b*) Annual report for the year ending Oct. 31, 1915. Department of Conservation and Development, page 56.
(*c*) Ibid, page 57.
(*d*) Ibid.
(*e*) Ibid, page 56.

7—The Enforcement of the Fish and Game Laws

The New Jersey Fish and Game laws consist of acts for the protection of birds, game, and fish. These laws regulate their method of capture and provide open and closed seasons for capture and possession. These State laws are in accordance with the Federal regulations for migratory birds. On January 1, 1915, a new law, passed April 9, 1914, went into effect providing for licenses for hunting and fishing in New Jersey. This law states the classes of people to whom licenses may be issued, the fees for the licenses and penalties for violation of the law. (*a*) Two supplements to this law were passed in April, 1915; one pertaining to the issuance of licenses to persons below the age of fourteen, and the other pertaining to the issuance of licenses to unnaturalized foreign-born persons. (*b*) There are also local and special laws applying to certain bodies of water in New Jersey—regulating the fishing in those specified areas. The problem, then, with regard to the Fish and Game laws in New Jersey in general is the enforcement of the open and closed season, the issuance of licenses, and the necessity of a supervision over the areas to which the local and special laws pertain.

Present Organization. The present system for the enforcement of the Fish and Game laws consists of an overhead supervision centered in the hands of four Fish and Game Commissioners; (*c*) a subordinate group of 27 Fish and Game Wardens, and a number of assistant deputy wardens. (*d*) The four commissioners hold office each for a period of four years and are appointed, one each year, by the Governor. (*e*)

For the enforcement of the Fish and Game laws throughout the State, this commission appoints subordinate Fish and Game Wardens after a Civil Service examination. (*f*) Each county has at least one such warden and frequently two or three. At present there are 27 Fish and Game Wardens in the State. These wardens receive a salary of $75 a month with an allowance of $25 for expenses and are required to devote their entire time to the enforcement of the Fish and Game laws. (*g*) One of the 27 wardens is designated as Chief Warden and he centralizes and directs the work of the other wardens. (*h*)

The Fish and Game Wardens are assisted by deputy wardens throughout the State, who work entirely on the fee system. (*i*) Arrests may be made by either a deputy or regular warden without a warrant.

In the discharge of their duties, the wardens use motorcycles or Ford automobiles. (*j*) Small boats are also used for patrolling shallow waters and streams, and two launches, the "New Jersey" and the "Adelaide," do patrol work in the Delaware river and bay and in the Mullica river, Great Egg Harbor River, and in inside waters along the coast. (*k*)

The Fish and Game department is self-sustaining financially through license fees, fees collected for law violation and other funds which come into the department. (*l*)

Conclusion. The records do not make it possible to indicate how many violations of the Fish and Game laws obtain each year, which do not receive attention. The twenty-seven regularly employed Fish and Game Wardens seem to give incomparably better service in the protection of the game than the numerous deputy wardens who work on a fee system. It is not possible to estimate how much is made by the deputies from the fee system. The problem of enforcing the Fish and Game laws is entirely one of patrol and one which therefore could be greatly aided by the assistance of a Rural Patrol. It is difficult, indeed, to understand how one or two wardens in a county alone can patrol all or nearly all of the game sections. The many deputy wardens do comparatively little toward the proper enforcement of the Fish and Game laws. The assistance of an effective patrol, during the hunting season, of many of the game sections would render an inestimable saving.

(*a*) N. J. Fish and Game Laws, 1916, pages 87-97.
(*b*) Ibid, pages 97-101.
(*c*) Ibid, pages 105-134.
(*d*) Conference at Trenton with J. M. Stratton, Chief Warden, Dec. 6, 1916.
(*e*) Ibid.
(*f*) Ibid.
(*g*) Ibid.
(*h*) Ibid.
(*i*) Ibid.
(*j*) Ibid.
(*k*) Annual report of the Board of Fish and Game Commissioners, 1915; page 10.
(*l*) Conference at Trenton with J. M. Stratton, Chief Warden, Dec. 6, 1916.

8—Cost of Additional Protection Under Present System

One of the more serious of the purely economical phases of the New Jersey police problems, is the extraordinary cost to which counties, municipalities and private parties are subject to secure emergency and additional police protection. This does not include the enormous expenditure involved in carrying the present sheriff-constable system. It does not include even the unusual expense to which the counties are placed to carry the forty-three detectives due to the failure generally of the sheriff-constable system. It does not include any of the other normal facilities which the localities provide for the apprehension of criminals and the punishment of crime. There are many so-called extraordinary costs however, which fall upon localities and aggrieved citizens in their attempt to supply protection not given by the regularly constituted authorities and which might be eliminated or reduced through the creation of a competent supplemental police organization.

Efforts of the Bureau of State Research to complete fully the costs for extraordinary police protection in New Jersey have meet with failure. The inexcusable laxity of the county and municipal records and the reluctance of private parties to speak for publication, have made it impossible to indicate these costs. (*a*)

Extraordinary Public Costs For Protection. The few following tables represent the amounts which eight of the local governments (counties and municipalities) alone have expended for extraordinary protection. The amounts here totaled do not, in any case, include the enormous sums paid to the regularly constituted police authorities. They represent only expenditures which have been made by several local governments for protection in excess of that afforded by their own officials.

(*a*) In the county records examined it was found that the salaries and expenses of the prosecutor, sheriff, justices of peace, judge, constables, deputy sheriff, marshals and private detectives, expenses of auto hire, deputies, equipment and incidentals, were all paid out of the general court appropriation for the year. That is to say, when a justice of peace issues a warrant and the constable serves it, they are paid out of the same account that is used to pay the prosecutor's, sheriff's, and judges' salaries and general court expenses. In fact, no account is kept for each function or activity and there is no ready way to tell whether it costs the county 50 cents or $500 a year for extra police protection. The records fail to show the amount spent by each division of the court. A very unsatisfactory estimate of these costs might have been had from an examination of the files of the original expense dockets of all court accounts. There are about 11,000 papers in the court files, for each county. It would require the untieing, unfolding, reading and checking, folding and tieing of each package of papers to obtain the data required. But the segregations of these papers are not sufficiently detailed to give an accurate estimate. It was found, for example, that in one county only 29 of the 100 original expense documents examined gave a complete statement of what the expense was incurred for. Citing an instance, a man was sent for a prisoner, and the warrant paid for this service read as follows: "Richard Wright, case of John Doe, $4.50." In reading this voucher one could not learn if the amount was for supper, car fare, railroad fare, salary, or whether the amount was for a regular employee or a private detective. Rather than insert a statement of costs which could not be relied upon as correct, it was deemed better to eliminate all costs except a few typical examples that could be given as correct.

A FEW PUBLIC EXPENDITURES FOR EXTRAORDINARY PROTECTION.

State.	Government Making Expenditure.	Place.	Amount.
		Perth Amboy, 1908	$4,386.42
		Paterson, 1913	18,719.08
Hudson County		Bayonne, July, 1915	20,000
		Bayonne, July, 1915	10,000
Bayonne City		Bayonne, Oct., 1916	10,000
Middlesex County		Perth Amboy, 19——	16,000
		Roosevelt, ——	17,000
Morris County		Richard and Mt. Hope Mines, 1913	23,240
		Whippany, 1916	500
Union County		Summit, 1914	4,200
		Grasselli, Oct., 1916	1,000
		Bayway, Nov., 1916	200
Summit City		Summit, 1914	1,050
Bergen County		Edgewater	
		Total	$126,295.50

In addition to the scattering amounts represented in the above total of $126,295.50 of public expenditures for extraordinary riot protection, there are large amounts which have been expended by the same and other local governments for extraordinary detective services. It must be remembered that nine of the New Jersey counties (Cumberland, Cape May, Gloucester, Hunterdon, Ocean, Salem, Somerset, Sussex and Warren) have no regularly constituted county detectives. These counties are required to hire extraordinary detectives, within their county, from professional detective agencies in New York and Philadelphia, to handle emergency cases. The expenditures thus made by these nine counties alone, although not possible fully to estimate, is quite considerable. Gloucester County alone expended for professional extraordinary detective services $856.39 in 1912; $602.99 in 1913; $541.64 in 1914, and $543.85 in 1915, to mention nothing of the amounts in excess of this which it paid to the regularly constituted constables in the county. Cumberland expends from $1500 to $1800 per year for special or extraordinary detective and police work. Hunterdon County is now employing a well-known New York detective agency to handle a single case which will cost the county about $4000 for extraordinary detective assistance. These instances, although not covering all the counties, represent inadequately the kinds and cost of extraordinary police protection which counties bear under the present system.

Extraordinary Private Cost For Protection. Large amounts are expended each year by private citizens, by manufacturers and mine owners and various kinds of private agencies for extraordinary police protection. These figures are almost impossible to obtain, due to the reluctance of employers of labor to issue public statements. Such a small number of instances of costs for additional plant protection in New Jersey have been obtained that the few can convey but an inadequate picture of the full amounts which are really expended. The following ten amounts represent the expenditures which have been made at different single emergencies by ten plants.

TEN SCATTERING PRIVATE EXPENDITURES FOR EXTRAORDINARY PROTECTION.

Index to Name and Location and Date.	Character of Expense.	
E-1	Protection and housing men	$50,000
R-4	Private police	4,000
C-5	Special police	3,000
D-6	Special police and replacing destroyed property	5,000
W-12	Special guards, housing men and replacing destroyed property	25,000
W-14	Special guards, housing men and replacing destroyed property	1,000
T-1	Special guards, housing men and replacing destroyed property	63,853
Y-2	Special guards, housing men and replacing destroyed property	50,000
Y-3	Special guards, housing men and replacing destroyed property	45,000
F-1	Special guards, housing men and replacing destroyed property	45,000
		$291,853

The plants indexed above, which are the only ones that cared to make a statement, do not represent the ten largest plants in the State. Some of them are comparatively large and some comparatively small. They cannot be considered other than ten selected at random. There are many larger plants which are known to have expended amounts greatly in excess of the above representations for which there is no recorded statement. The total amount so expended by private companies during the last five years would equal several times $291,853.

In addition to the above ten instances of extraordinary private costs for riot protection there are many plants, situated in rural sections, which expend enormous amounts yearly for private police patrol during normal times and many residents of suburban sections who employ private guards during all or part of the year.

It would seem that the above scattering records, covering the last five years in New Jersey, and showing a few public and private expenditures amounting to half a million dollars, could be greatly reduced or quite eliminated by the assistance of a State police.

CHAPTER VIII

The Type, Size and Organization of a State Police Suited to New Jersey Needs

The most pressing problems of a State-wide nature, which seem to indicate the need for additional protection in New Jersey, are the number of unapprehended criminals, the rural and suburban crime, the policing of riots, the foreign element, the loss from forest fires and the enforcement of the road, fish and game laws. These problems are, in the main, receiving some attention from various already created organizations in the State. But it is evident upon investigation that the officials charged with the handling of these just enumerated problems are generally over-burdened with other equally important tasks and are not given the necessary assistance adequately to confront those problems. It is only upon a careful analysis of these State problems needing solution that any scientific basis may be had for determining what kind of a supplemental organization the State should offer as that solution. The above analyses will be taken, therefore, as bases to determine the type, size and organization of a State police suited to New Jersey needs.

Type. There are more than one type of State police. Pennsylvania has a State police, which devotes the major share of its attention to the patrolling of the rural sections. Connecticut has a State police, which devotes its time almost entirely to detective work. Massachusetts has a semi-State police, which devotes a great share of its time to inspection work. Nevada has a State police, which holds itself in readiness to be called out in emergency, but does not regularly patrol. A study of the specific New Jersey problems would seem to indicate that there are features in several of these general types which would lend themselves to the solution of New Jersey problems better than the adoption outright of any one system.

There does seem no doubt, at the outset, however, that the great majority of the New Jersey problems indicate the need for a patrol. The deterring effect of a police patrol would seem to offer the most efficacious solution to the problems of rural and suburban crime, the policing of riots, the policing of foreign sections, the forest fire problem and enforcement of the road, fish and game laws. These problems are generally such as have become acute simply for lack of any or more adequate police patrol. The criminally inclined have realized that the few officers are located centrally and available only upon special call and accessible only after a delay. This condition opens the gateway to much crime and devastation. Innumerable crimes may be deterred by reason alone of the presence of a police patrol, which could never be prevented were there no patrol and little opportunity of detection. It seems that the specific New Jersey problems would call, first of all, for a Rural Patrolling State Police.

Another very important consideration arising from the analyses of New Jersey problems is the need for a centralized detective bureau. There does appear a distinct need for a Central State Bureau of Detection, to which various county detectives may turn for assistance. It would seem, in view of this need, that a portion of a State police should be men especially trained in detective work, competent to organize and maintain a first-class centralized detective bureau and devoting their entire time to that function.

Size. The size of a State police for New Jersey should be determined by an estimate, based upon practices in other States in part, of the least number necessary adequately to meet the police problems of the State. Major Groome has long been complaining that his 228 men cannot possibly patrol all of the rural sections of Pennsylvania, which need patrol and which have asked for patrol. He has said that he would like 500 men adequately to patrol the State. In view of the need for a State detective bureau in New Jersey and the various areas in different sections of the State which especially need patrol, it would seem that New Jersey should have a State police of about 100 men.

Organization. The State police should be above all things a mobile organization. It should be distributed over the State into rural stations and sub-stations. During the forest fire seasons of the year the force should be concentrated more especially in the wooded regions; during the harvest seasons it should be shifted to the most troublesome farming regions and during the hunting season to the game sections. There are certain parts of the State which need a constant patrol and other parts which need a patrol during part of the year only. The general features of the Pennsylvania system seem to have met with unqualified success and satisfaction as a Rural Patrol and it has much to commend itself to New Jersey problems. The Pennsylvania law does not itself contain checks against political abuse of the system, and the unusual effectiveness of the Pennsylvania system is explained more, perhaps by the leadership of Major John C. Groome than the fortunate wording of the law. It is absolutely essential that State police be kept free entirely from politics and the law should seek that end. Each man should be selected upon a merit basis and should undergo a probationary period of thorough training teaching him his duties, the geography of the State, the criminal law of the State and methods of taking evidence.

Particular attention should also be given in New Jersey to the creation of a State Detective Bureau as a sub-department of the State police system. The members of this bureau should be carefully selected and a sufficient salary paid to attract able detectives. The bureau should keep a central record of finger prints, should give assistance to the prosecutors of various counties, and especially to those counties which now have no county detective. It should be the clearing house for State detective work.

Cost. The average yearly maintenance for a New Jersey State police, after an initial appropriation, may be roughly determined by reference to the total expenses for the Pennsylvania State police. The total expenses for the Pennsylvania system for the last ten years (1906-1915) was as follows:

Year.	Total Expenses.
1906	$159,375.00
1907	266,876.18
1908	267,472.88
1909	231,105.64
1910	254,870.75
1911	302,837.21
1912	292,555.17
1913	333,778.87
1914	297,606.04
1915	329,361.87
Total	$2,735,839.61

The average yearly expense for maintenance of the Pennsylvania State police during the last ten years has been $273,583.96. This amount, covering the expenses for a force of 232 men altogether, makes an annual expense per man of $1,179.24. The expense for a New Jersey State police would vary from these figures according to the salaries paid and other factors.

Basing an estimate entirely upon Pennsylvania figures, a State police in New Jersey would cost $1,179.24 per year per man by average and the maintenance of a force of one hundred men would amount to $117,924 per year. In view, however, of the enormous amounts at present expended for extraordinary protection, this amount would appear to be an economical investment. The preceding analyses indicate that the yearly expenditure of this $117,924 would have greatly reduced or made unnecessary the expenditure of the recorded half million dollars, which has been paid, publicly and privately, for extraordinary police protection during recent years.

APPENDIX

Some very valuable documents relative to the State police problem in America, which have not been incorporated in the preceding report, are printed in full in this appendix. The United States Commission on Industrial Relations, under Chairman Walsh, took testimony on State police systems at Washington, D. C., during May, 1915. Superintendent John C. Groome, Superintendent of the Pennsylvania State police, was asked to appear and answer certain questions relative to the work of that organization, and James H. Maurer, President of the Pennsylvania State Federation of Labor, was given an opportunity to present the attitude of his organization toward the State police. These testimonies are both here printed in full, and, in order that there may be no taint of partiality, no comment is offered upon either presentation. The Massachusetts Legislature, in Chapter 92 of the Resolutions of 1916 designated that a Commission of three persons should be appointed by the Governor to investigate the matter of establishing a State constabulary or police force which would relieve the militia of all police duty, and also the matter of reorganizing the district police. Pursuant to this Resolution, Governor McCall, on July 5, 1916, appointed Walton A. Green (Chairman), editor and publisher of the "Boston Journal," Russell B. Lowe and D. Chauncey Brewer. The report of this Commission, submitted to the Massachusetts Legislature in January, 1917, is here printed in full and without comment.

PART ONE

Testimony of John C. Groome, Superintendent of the Pennsylvania State Police, Before the United States Commission on Industrial Relations (*a*)

J. C. GROOME, called as witness, testified as follows:

CHAIRMAN WALSH: Will you please state your name?

MR. GROOME: John C. Groome.

CHAIRMAN WALSH: Are you connected with the Pennsylvania State Police? If so, what is your position?

MR. GROOME: Superintendent.

CHAIRMAN WALSH: Have you any profession or business aside from that?

MR. GROOME: Member of the firm of Groome & Company, importers and wine merchants.

CHAIRMAN WALSH: And have you taken any interest in that firm for the last four or five years?

MR. GROOME: I have been unable to take any active interest in the firm on account of police duty.

CHAIRMAN WALSH: Is that a corporation, or a partnership?

MR. GROOME: A partnersip.

CHAIRMAN WALSH: Engaged in mercantile business?

MR. GROOME: Yes, sir.

CHAIRMAN WALSH: And not manufacturers?

MR. GROOME: Not at all.

CHAIRMAN WALSH: And you are a member of the organization?

MR. GROOME: I am.

CHAIRMAN WALSH: And what is your title, may I ask. You are referred to here as "Major Groome." I believe that comes from another militia title?

MAJOR GROOME: That comes from the highest rank I had in the National Guard, and as a member of which I served in Porto Rico during the Spanish war. I was in Porto Rico with a squadron of cavalry. I had been in the National Guard for many years.

CHAIRMAN WALSH: When was the State police of Pennsylvania organized?

MAJOR GROOME: In May, 1905.

CHAIRMAN WALSH: How many members has it?

MAJOR GROOME: 228.

CHAIRMAN WALSH: Kindly state their rank, so far as their duty is concerned.

MAJOR GROOME: Well, according to the Act, there is a department of State police, which consists of a superintendent, deputy and two clerks. Then there is the State police force which consists of 228 officers and men.

According to the Act, it is divided into four troops, a Captain, Lieutenant, four Sergeants, four Corporals and the balance are Privates.

CHAIRMAN WALSH: What is the provision of the law with reference to increasing your forces, Major?

MAJOR GROOME: There is no provision whatever. It can be increased only by Act of the Legislature, and likewise it could not be decreased except by Act; that is, the number is fixed by law, and the Act which originally created the forces has never been changed. It has been amended to increase the salaries and make some noncommissioned officer of privates, but the original number of 228 has never been changed since the force was first organized; cannot be changed except by Act of the Legislature.

CHAIRMAN WALSH: Please indicate where the force is quartered, and in what manner.

MAJOR GROOME: Well, the force is divided, as I say, into four troops, two officers and fifty-five noncommissioned officers and men. They are designated as Troops A, B, C, and D. They are in barracks. A troop is located at Pottsville, a troop at Wyoming, in the eastern part of the State, a troop at Greensburg, and a troop at Butler, in the western part of the State.

CHAIRMAN WALSH: Is the location made with reference to industrial centers, or agricultural centers, or how? Or is there any design in the location?

MAJOR GROOME: Well, I don't wish to take up any more of your time than necessary, and not as much as some of your recent witnesses have, but I would like to explain, if you have the time, the way the force is organized, and distributed.

CHAIRMAN WALSH: Major, if you prefer to make a statement in a general way, prior to being asked any questions, we will be very glad to have you do so, and it may do away with the necessity of asking many questions. You know the subject.

MAJOR GROOME: I think I can save your time.

CHAIRMAN WALSH: Very good. We will be glad to do it.

MAJOR GROOME: When the Act was passed, creating this department, a State police force, of course it was a new departure. There was nothing like it in this

(*a*) This testimony was given by Major Groome at a public hearing held at Washington, D. C., on May 8, 1915.

country, and no precedent and nothing to pattern it after and go on. If you have seen the Act it is very short and simply provides the number of men and the amount of their salary, their duties as far as co-operating with the local police, and leaves everything else to the Superintendent. That is, it spares the distribution of the troops, the rules and regulations controlling the affairs, whether they shall be married or not, their uniforms, and how they shall be armed—everything is left to the Superintendent, in the original Act. After I had accepted this position I went very carefully—it was absolutely new to me, as well as everything else. I went over the records, the records of crime and disturbances throughout the State and consulted officials living in the various parts of the State, and found that in four districts where the troops were established, were the districts in which there had been the most disorder in the five or ten years prior to 1905; and with the approval of the government I established a troop in each one of these localities.

Now, there is some reference to the selection of men, and a few other comments. I should like to say that the greatest care has always been exercised in the selection of the men as to their past records, their moral character and their physical condition. When the force was first organized, I had a thousand and ten applications for the two hundred and twenty-eight positions; men that I had never seen or never had heard of. Everyone of these men was examined according to the Civil Service rules, some at Pittsburg and some at Philadelphia. The law prescribes that a man shall be between the ages of 21 and 45, a citizen of the United States, of good moral character, and able to read. Those are the only restrictions from the list of applicants who were examined mentally I may say I selected about 300 of those men who were examined physically and subjected to a physical examination which was more strict than the Army—the presentUnitedStates Army examination—more strict in the eyesight test, and much more strict in some other respects. That was the starting point; and the men who passed those examinations were then appointed on the State police force. Of course there were no rules, no regulations, and nothing to go by, and these men were divided into four troops. They were sent to barracks. I designed the uniforms, decided how they should be armed, and decided that it would be necessary for each man to be mounted, and purchased the horses and drilled the men and gave them as much instruction——

CHAIRMAN WALSH: Did you make these regulaaions and instructions yourself?

MAJOR GROOME: Absolutely. Nobody else could.

CHAIRMAN WALSH: Did you have any prototype in the country on which you planned that?

MAJOR GROOME: I have the reports of the Texas Rangers, which was the only organization of any sort in the country, and also I got the reports of the operations of members of the police forces throughout the civilized world. I got the Italians, the Germans, the Royal Northwestern Police, and the Irish Police; and from going over their reports and the duties which they performed, I came to the conclusion that the conditions in Ireland were more similar to those in Pennsylvania, so far as the industrial and agricultural conditions and the character of the population was concerned.

CHAIRMAN WALSH: Did you make any personal investigation of European countries?

MAJOR GROOME: Yes, I went to Ireland with a letter from our Secretary of State and spent three weeks in the barracks studying their methods, organization and rules and regulations of their constabulary.

CHAIRMAN WALSH: What are they called?

MAJOR GROOME: The Royal Irish Constabulary.

CHAIRMAN WALSH: How is that organized? Is there a superintendent, a local superintendent in Ireland in charge?

MAJOR GROOME: Yes, he is appointed by the Crown. They have 10,000 men in Ireland.

CHAIRMAN WALSH: Is there a superior office—has he a superior officer in England?

MAJOR GROOME: No sir, he is at the head of it.

CHAIRMAN WALSH: The man on the ground in Ireland is the absolute head of the organization?

MAJOR GROOME: Yes.

CHAIRMAN WALSH: Under the law has he like authority with you as to saying how many there shall be, and the location of the barracks and the movement of the men from time to time?

MAJOR GROOME: I do not think he has at the present time, for the Irish Constabulary has been in existence over 25 years. I imagine the original superintendent must have had that authority. Ireland, as you know, is about the same size as the State of Pennsylvania with 45,000 square miles; and they have 10,000.

CHAIRMAN WALSH: How does Ireland compare with the State of Pennsylvania as to population?

MAJOR GROOME: It is not so large; I am not familiar with the exact population of Ireland.

CHAIRMAN WALSH: Does the constabulary in Ireland have authority in the large cities like Glasgow and Dublin?

MAJOR GROOME: They police all the cities except Dublin.

CHAIRMAN WALSH: Does Dublin have a separate arrangement?

MAJOR GROOME: They have a municipal force; the balance of the cities are under constabulary.

CHAIRMAN WALSH: You spent, you say, three weeks at the barracks?

MAJOR GROOME: Yes, and got their ideas and their rules and regulations.

CHAIRMAN WALSH: Did you get a copy of the printed rules and regulations?

MAJOR GROOME: Yes sir. They are very elaborate and not at all useful to us; there are conditions there which we cannot touch.

Now, when there is vacancy on the force at the present time, in order to show you the character of the selection of the men, a man makes his application and it is placed of file and in his application he states his past experience and recommendations. When his turn is reached, his past record is very carefully looked into and if it is not good he is not considered. If his past record and recommendations are sufficient, he comes to Harrisburg or Philadelphia and is put through a strict physical examinaton by the man who performs the duty of looking them over when they are presented.

CHAIRMAN WALSH: Who does that?

MAJOR GROOME: The deputy does at Harrisburg, and I should say 50 per cent. of the men stop in Harrisburg or Philadelphia and either the deputy or myself sees them.

CHAIRMAN WALSH: Under the Pennsylvania law, with which I am not familiar, if a man is rejected for any reason, then you go back to the list for another man, do you?

MAJOR GROOME: Yes, take another man.

CHAIRMAN WALSH: Is there any limitation upon the continuance of that? That is, can you call for as many as you please until you get the proper one?

MAJOR GROOME: We have a list of over a hundred men, who have seen service in the regular army, waiting for positions, and we have hundreds of others besides. I can take the last man on the list if I think it is fair, but we usually take them in turn.

After they pass a physical examination they have a mental examination, written, to show their ability to make reports and keep a proper account of things.

If the applicant is found satisfactory the man is enlisted and sent to the training barracks at Pottsville where he spends four months in probationary service. He is not allowed to go on duty or go on the road or make arrests until he has been in the service four months. Then during that four months they have daily schooling in the criminal, forestry and game laws of the State of Pennsylvania and have mounted drills and dismounted drills and are taught the care of horses and their arms and equipment and the different duties of the police.

At the end of the four months if the man is satisfactory to the officer in charge of the recruiting barracks, he is then assigned to one of the four troops and is put on regular patrol duty. That is the way we get our men.

The promotions in the force are all made from the ranks, I have not got a captain today who was a captain when the force started. When the force first started it was necessary to select what I considered the best trained men who came before me. Those men in the course of time did not prove all I wanted of them, they were not able to handle the position of a captain or lieutenant, and promotions were made from men in the ranks. I have never started a man on the force in any other position than as a private.

If vacancies occur, through resignation or discharge by summary court, promotions are made from the ranks.

The punishment is entirely by summary court, or what is known as court martial. The punishment is ordinarily fine, or, if the offense is serious enough, dismissal. I have never punished a man to the extent of a fine of 25 cents since the force was organized, without a fair and impartial trial before a summary court, conducted by his officer, at which this man can produce his witnesses to prove his innocence, if possible. If he proves that the charge is not correct, the man is excused and no record is made of it, if he is found guilty of the charge, the evidence and the sentence of the summary court is submitted to me. If I approve of it, the man is fined, and the man is discharged. There has never been a punishment without that since the force was organized. The men know that; they know that if they behave properly they can remain on the force, and if they do not behave they will be fined or dismissed and they know that if once they are dismissed from the force no power on earth can get them back again, and they know that if they behave themselves and do their duty, no power can get them off. That has established the esprit de corps necessary for so small a force of men to maintain law and order in such a large state as Pennsylvania with between seven and eight millions of inhabitants; and I think I have got that result.

One of the reasons—well, I may say the force is regulated or controlled by general orders. We have no printed manual. As I say, when the force was organized, it was an experiment, and I considered it was a mistake to make rules and regulations, but I saw that was necessary, and as circumstances arose I issued what is known in the service as "general orders" and I suppose there are probably three of four hundred general orders, some not necessary now, but that number have been issued to guide the men and my rules and regulations have governed the force.

I have been accused of being influenced by politics in making appointments, and of course you can see from what I tell you, that politics do not enter into the appointment of the men in any way.

Of the 230 officers and men on the force today, 225 have seen service in the regular army. I have got but five men who have not been in the United States service and who came to me with honorable discharges, and the majority of them have character "excellent" on their discharge. If you are familiar with a discharge from the United States Army, you will know that there are four grades of character; there is fair, good, very good and excellent. Excellent is the highest character that a discharged soldier can get; and when I tell you that 225 of my 230 men that have been in the service, all have had an honorable discharge, and over 50% of them with excellent character, you can recognize that they are not the degenerate sons of the degenerate middle class that some of our friends have claimed. You can also readily understand that the recommendations or record of a discharged soldier is much more complete than any recommendation made by a civilian. If you should send me a clerk from your office for instance, or a young man from the farm, you could probably vouch for him during the hours from nine o'clock in the morning until five o'clock at night, but what he does between five o'clock in the evening and nine o'clock the next morning, you have no means of knowing, and those are usually the hours that some of those young men get into mischief; but when you get the discharge of a man from an officer of a troop in which that man has served for three or six or nine years, as some of our men have, that officer has seen and knows what that man's conduct has been for every hour of the day and for every day of the year; he can give you a recommendation for that man covering his time from six o'clock in the morning until six o'clock the following morning; and I consider, from experience, that the recommendation of an honorably discharged soldier from the United States Army, with excellent character, is the strongest recommendation and guaranty of a man that you can get in this country; and when we take the greatest possible pains and get men with the best records and whom we find are fit physically, and then instruct them, we have done all that is possible for human nature to do to provide against mistakes. We cannot guaranty the future of the individual, and while we select men with the greatest possible care, some of our men out of the 225 in the last ten years have turned out badly. When that occurs, we get rid of them but I think our system of taking the greatest possible care to select the proper kind of men is about the best that can be devised.

Now, after the men are sent to their barracks and have had this four months schooling at Pottsville, their training does not stop there, but there is a school held once a week in every one of the barracks, and it does not make any difference whether a man has been on the force ten years, he attends that school where they are instructed in the advance work of police. There is not a man on the force, I do not think who has been on over a year, who is not thoroughly familiar with all of the game laws of the state.

CHAIRMAN WALSH: (interrupting) Is that what is meant by advance work, and the study of those laws?

MAJOR GROOME: Yes, the game laws of the state and forestry laws and detective work is taken up, and criminal laws. I will say that we have not a man on the force who has been on for two years that cannot present a case before a Justice of the Peace and present the proper evidence, and for that reason our total number of convictions in proportion to the total number of arrests is very large; we have averaged about 80 or 90 per cent. of convictions to the arrests made, and that is only made possible by the men knowing when to make arrests, when they have a right to make arrests and when a crime has been committed, and to have the proper evidence when they bring the case before the justice.

CHAIRMAN WALSH: In the inferior courts in Pennsylvania is it usual for the police officer to present the case?

MAJOR GROOME: It is if the police officer has intelligence enough to get it; some police officers have not.

COMMISSIONER O'CONNELL: In the training school, do you train the men as to their duties in connection with strikes and labor disputes? Do you train them as to the rights of citizens?

MAJOR GROOME: Certainly.

COMMISSIONER O'CONNELL: How do you train them in connection with labor disputes, for instance, if they are sent to a place like at Bethlehem?

MAJOR GROOME: Officially we know nothing about labor disputes.

COMMISSIONER O'CONNELL: That is one of your duties, is it not, to call them out in such times?

MAJOR GROOME: We are called out by the sheriff or the local peace officer, and never respond to a request without finding out why we are called. Say the disturbance is like it was at Bethlehem where a great many men were collecting, and the sheriff at Bethlehem should telegraph me and telegraph the Governor, and his statement to me was that there were from nine to fifteen thousand men in a mob that had done a certain amount of damage and were likely to do more, I would not recognize that as a labor disturbance, because I have no knowledge of the conditions. I don't know today, and didn't know at the time, why there was a strike, nor is it possible for us to tell a so-called striker from the tough or hired thug or anything else.

When we respond to the request from the local authorities to assist them in obtaining law and order, which is provided in the Act, and which says it shall be our duty, if I go myself, and go when the entire squad goes out, and if not, I send a detachment under an officer who goes, he goes with simply an order to maintain law and order. These are his only instructions in the case.

COMMISSIONER O'CONNELL: And when is he relieved?

MAJOR GROOME: When the sheriff or local authorities who asked for our assistance informs me that the situation has ceased to be serious and he can handle the case himself.

COMMISSIONER O'CONNELL: Did you do personal service at Bethlehem?

MAJOR GROOME: No, there was only a troop and one-half there.

COMMISSIONER O'CONNELL: Have you ever done any personal service in labor troubles such as that?

MAJOR GROOME: I was out at one time—the men were sent to Bethlehem and were on duty at Philadelphia six days and nights when the call came from the sheriff at Bethlehem.

CHAIRMAN WALSH: Mr. O'Connell, will you please let Mr. Groome finish his statement without interruption and then we will take up the question you are asking about?

COMMISSIONER O'CONNELL: I was just asking about this while he was on the subject of instruction in the school.

MAJOR GROOME: I was just saying that ever since the force has been in existence have we sent assistance to any locality at the request of any organization or corporation or private citizen. We have sent detached men, one or two, to a district attorney or to a mayor or to a justice of the peace; but we have never sent a large detail where there is rioting without a written or telegraphic request therefor on the part of the local authorities and frequently we have refused to send assistance on that request because on investigation I found that it was not necessary and that the sheriff was lying down on his job and wanted someone else to do his work. And in my answer to your question—written answer—I gave the number of riots in which we have been called on and the sheriff's name and we have the telegrams or written letters from them showing it was after their urgent request that we sent men at all, but never sent them without a request from the local authorities or the sheriff.

I may say, during the ten years we have been in existence we have had nine killed by rioters in the line of duty and seventeen men hopelessly crippled for life. We have never yet killed a man, it has never been proven that we have killed a man illegally or unlawfully. We have killed murderers, committing murder when we have seen the murder committed; we have killed men attacking a hall as the Italians did at New Florence when they attacked a house, but on mob duty it has never yet been proven that we have killed a man.

I would suggest as it was intimated to me in a letter from your Commission, that it is my humble opinion the effect and result of the State police force of Pennsylvania is very excellent both in apprehending criminals and in the prevention of crime. Now, the statement which has been made that the State police force is essentially a strike breaking organization and when not engaged in strikes that may make arrests or do a little patrolling is very easily contradicted by the fact that each year since the force has been organized, the 200 men, it is possible for more than 200 men to be used, but I practically have a working force of 200 men, these 200 men have patrolled over 500,000 miles each year since the force was organized. Last year they visited 2364 towns in 66 counties during their patrolling; they made 2198 arrests, for 75 different crimes, and of those arrests 80 per cent. resulted in conviction. And on that line I would like to say from the records which I have submitted to you and which you can verify in reference to being a strike-breaking organization, the average time that each man on the force has spent in riot duty, since the force was organized, has been one day per year per man; the other 364 days in the year this strike breaking organization is patrolling the State of Pennsylvania covering over 500,000 miles and making two to three thousand arrests a year. We have made in ten years over 24,000 arrests, of which I am sure 90 per cent. would not have been made if it had not been for the force, because the sheriffs would be rather indifferent about pursuing them after they had gone beyond their jurisdiction. We have gone as far as South Carolina and over into Virginia and other places and brought back criminals whom we have pursued. Three hundred and sixty-four days in the year they are patrolling the State and protecting the lives and property of the citizens, and one day each year they are on riot duty; some of it is not due to labor disturbances and some of it is.

CHAIRMAN WALSH: At this point we will stand adjourned until two o'clock, and you will kindly resume the stand at that time.

Whereupon, at 12:30 o'clock p. m. on Saturday, May 8, 1915, an adjournment was taken until 2 o'clock p. m. of the same day.

Shoreman Hotel, Washington, D. C.
Saturday, May 8, 1915.
2 o'clock, p. m.

AFTERNOON SESSION.

CHAIRMAN WALSH: You may proceed now, Major.

MAJOR GROOME: Mr. Chairman, I was not exactly sure of the information that the Commission might require, so I did not prepare a written brief, I simply made notes, and am trying to give you as best I can a history of the organization, and anything that I omit, I would be glad to have my attention called to it.

CHAIRMAN WALSH: It has its advantage, Major, not to have done so.

MAJOR GROOME: I see that. With reference to the number of miles covered and arrests made during the year I may say during the nine years the force has been in active duty the members have patrolled 3,813,512 miles of territory and made 24,633 arrests. A great many of these arrests have been made after rendering assistance to the district attorneys, judges, chiefs of police or mayors at their request, and to give you an idea of the number of these requests, I may say in the last five years I have received 17,486 requests for assistance, from judges, district attorneys, sheriffs, chiefs of police, mayors and private citizens.

That would be ten requests a day, everyday in the year for five years, which gives you an idea of the general scope of the work and the demand there is from the State officers and the law abiding citizens of Pennsylvania for this force. Now, referring again to the charge of strike breaking—or before I get to that, I will say, as you probably know, we are authorized under the Act to act as game, fire and fish wardens, to give them every assistance in our power, and in the past we have rendered valuable assistance to the game warden in enforcing the game laws, and to the fire warden in suppressing forest fires and saving millions of dollars in property which would have been destroyed if the fires had continued, and valuable assistance to the Department of Health, which is incorporated in their annual report, in villages during contagious diseases, where the local authorities are unable to confine the ignorant or foreign classes in their localities where the disease occurred. We have been of great assistance to the State Livestock Sanitary Board in keeping them quarantined in the foot and mouth disease, and destroying cattle under their order.

During the Austin flood, which you will remember was serious, and a great many lives lost and property destroyed, that situation was taken charge of by the Department of Health, and after they had been there 24 hours we sent a detail there at their request, and they found that their organization was unable to handle the feeding, housing and policing of the homeless citizens, and that department entirely was turned over to Captain Robinson, who was there in charge of the detail. We fed and housed and kept criminals out of that district for ten days or two weeks. The Sharon flood, we also rendered the same service, at the instance of the Department of Health. I have given you the number of miles, they run about the same, the number of arrests are about the same. For instance, the arrests in 1911 were 2425, and the convictions 1799. The arrests in 1913 were 1960, convictions 1744. That is to say, 90 per cent. of convictions, and in addition to that there were 128 awaiting trial, taking only those that were convicted it is nearly 90 per cent. of the arrests that resulted in convictions. In 1914 we made 2098 arrests with 1586 convictions. Those arrests were made and were tabulated in my annual report under various headings.

CHAIRMAN WALSH: You have submitted two annual reports, have you, 1913 and 1914?

MAJOR GROOME: 1914 has not been printed. The report has been made to the Governor and for economic purposes we thought it was better that the report would be co-terminous with the legislative term, which is from June 1, 1913, to 1915, the data and statistics of the report are here, but have not been published. I can give you a carbon copy of that.

CHAIRMAN WALSH: Have you a typewritten carbon copy?

MAJOR GROOME: Now, to give you an idea of the arrests and a few of the headings under which the arrests are classified, I will take 1914. There were 218 arrests for assault and battery; 157 convictions. There were 311 for drinking and disorderly conduct, with 296 convictions; 40 for murder and 13 convictions. Since the force has been organized we have convicted 100 murderers. We have arrested, I imagine, 140 or 150, but we have convictions of 109, the majority of them in the first degree and the men have been executed. In 1914 there were 22 arrests for rape made, 19 for highway robbery, 43 for robbery, 109 for a violation of the fish and game laws. In the eight years and in 1914 there were 19 for rioting. In nine years that the force has been in existence we have made 353 arrests for murder, we have made 167 for rape, we have 121 for highway robbery, 270 for robbery and 873 for violations of the game law. Those are a few. They are all in the reports, but there are a few of the headings that I have picked out that I thought might interest the Commission.

MAJOR GROOME (continuing): Now, in addition to this duty of patrolling the State each year, we have to secure evidence and locate criminals who have escaped from the State of Pennsylvania and nine times out of ten those criminals would be allowed to remain at large if it was dependent upon the local or county authorities. As for example, in 1912, a man by the name of John Johnson, wanted for burglary in Chester County in May, 1911, was arrested in New Jersey and tried and he was convicted and sentenced to 30 years in the Easton penitentiary.

A man by the name of Barosa, wanted for murder, November 24, 1908, was arrested in New York, December 1, 1912, and he was brought back and tried and convicted.

A man by the name of—— wanted for murder in 1910, was arrested November 17, 1910, in Birmingham, Alabama, and was brought back and was sentenced to 20 years in the Western penitentiary.

A man by the name of Seeney, wanted for murder committed in Snydertown, December 5, 1910, was arrested February 15, 1911, at LaSalle, Illinois, and tried and found guilty of manslaughter and sentenced to six years in the Western penitentiary.

A man by the name of Mandenor, wanted for murder, July 9, 1912, in Vandergriff, was arrested November 30, 1913, in Syracuse.

Those are only a few to which I have just referred, but I think they will give you some idea of the work that was done by the force.

I don't know that there is anything further in my statement except I should like to refer to a statement made by Mr. Maurer the other day when I was not here. I understand he presented you with a copy of a book of his, in which he said every statement in it was true and had been verified. I simply want to call attention to two statements in that book. This is in quotation marks from Mr. Maurer's book. It is headed, "Judge Sadler's Opinion."

"Taken from the evidence produced in Judge Sadler of Cumberland County, Pennsylvania, impeachment proceedings.

"Affidavit No. 3, page 2.

"In the matter of asking the court for a State police, he, Judge Sadler, replied that the State constabulary was all right in case of a riot, but that they could not do detective work, that their epaulets and their regalia savored too much of display of authority to enable them to ferret out a crime. Then, I, deponent, George M. Miller, suggested a man locally who I thought could do the work, but I remarked he was an ex-convict. To this his Honor replied that it was no different in that way as the State police were made up of ex-convicts. I said it was my information they were ex-United States soldiers. Again the court replied, 'More than half of them are ex-convicts.'"

I wrote to Judge Sadler and enclosed this and asked him if the statement quoted him right, and this is his reply:

"Judge Chambers, Ninth District, Carlisle, Pennsylvania.

"My Dear Sir:

"The statement attributed to me as having been made to George M. Miller, that it was no difference in that way as the State police were made up of ex-convicts, or that more than half of them are ex-convicts, is utterly false.

"Yours truly,
W. T. SADLER."

That is one of the numerous statements in Mr. Maurer's book which are not true.

CHAIRMAN WALSH: Does the roll of membership give the previous employment of these men?

MAJOR GROOME: No, the roll does not give that. The roll simply shows their military record.

CHAIRMAN WALSH: Does the roll show some place that there was a civil service examination?

MAJOR GROOME: All their examinations are on file at Harrisburg. The civil service examination is not very strict; personally I do not think very much of the civil service examinations.

CHAIRMAN WALSH: That gives the antecedent of the men and their previous occupation, and the like of that?

MAJOR GROOME: The army discharge gives their occupation before they joined the army. My record is the army discharge.

CHAIRMAN WALSH: To your knowledge, has anyone of the men on the force had any criminal record?

MAJOR GROOME: Certainly not.

CHAIRMAN WALSH: So far as your record goes then, there is no truth in the statement to that effect?

MAJOR GROOME: No, none whatever. I would be glad if some of the men who make these statements would give the names and dates. Anybody can make suggestions or accusations, and I notice that in giving their so-called testimony here no names are submitted, with very few exceptions. If they will give the names of the men, or the dates, we can answer; and there is no excuse at any time for any citizen, or anybody else, to claim that he cannot tell who the State police officer was he preferred charges against Every officer has on his collar a seven-eighth inch nickel letter designating his troop; he also has his personal number, not his troop number, but his personal number, in nickel plate seven-eighth inch long in figures. This method of identifying the members of the force is an idea of mine.

CHAIRMAN WALSH: Is the number on the other side of his collar?

MAJOR GROOME: It is on both sides, one-quarter of an inch from the number of the troop on either side. These numbers are not pinned on, but riveted on by the tailor, and it is impossible for a State police officer to change the number on his collar without destroying his coat. Those letters can be read seventy or eighty yards away, as I know by tests. The number of every man is recorded in his troop and in my office at Harrisburg, and there is no excuse on the part of anyone for not identifying them.

CHAIRMAN WALSH: I would be very glad if you would make what comment you wish to make on the affair in the State legislature referred to, by Mr. Maurer, the attempt to amend the law in regard to salary, as to how it was conducted; who favored it, and who objected to it. The inference from Mr. Maurer's remarks was that the manufacturing associations and the large industrial establishments favored, and the labor unions almost to a man opposed it.

MAJOR GROOME: Well, I am not a politician, and I do not think in the ten years I have been in command of this force in Harrisburg I have been on the floor of the legislature three times, so I am not qualified. I have heard the remarks, but it is impossible for me to say absolutely the reason. I would say offhand that it was a combination of ignorance and want of courage of their own convictions that caused the legislature to pass this. I have had men in the Senate and in the House—speakers of one of these bodies, come to me recently when my bill was up and say they considered my force was a fine one—the finest one, not only in Pennsylvania, but in the United States, and one of the most important things in the State, that "I am strongly in favor of it and have seen it operate in my district, and I am in favor of it, but I am going to vote against it because my constituents demand it."

CHAIRMAN WALSH: I believe you said you had a great deal of experience prior to the formation of this organization?

MAJOR GROOME: Yes.

CHAIRMAN WALSH: What advantage do you claim there is, so far as maintaining law and order is concerned, with your present organization as against the style military organization?

MAJOR GROOME: You are referring to the National Guard?

CHAIRMAN WALSH: Yes.

MAJOR GROOME: The principal advantage is their experience and training; I have had experience in both. Experience and training are very essential. I had the honor to be in command of the First Troop of Philadelphia City Cavalry, which is a fairly well known organization, having been in existence 140 years, and is composed entirely of your friends, that class of men who can afford it, and who are absolutely fearless and willing. I commanded it for sixteen years, so I think I had their confidence, and I am convinced that those men in case of trouble, would have gone anywhere I told them; they would have gone anywhere I went. I have been out in command of squads with those troops, and when you take a man of that sort, no matter how able they are physically and mentally and morally, into a town where there are six or eight thousand people in a mob, a lawless mob, it is not only impossible for them to know just what to do, but almost impossible for any officers in the National Guard to know just what to do. It takes a certain amount of experience to show how many bricks to let a man throw before you attempt to defend yourself, just how many shots to fire, and just how much abuse you will stand before you make a move. The National Guard has had very little experience in that respect even, and the city police had little; they would be out on strike duty, but since that time they have had no experience. The men I have, 154 of them, have been on the force from three to five years, or ten years some of them, and they have had training and they are men trained to self-restraint before they came to my force by their military training in the service; they are trained to obey orders, and are fearless and do not lose their heads, and they have had enough experience to know that if four or five men out of a crowd of one or two thousand start to throw bricks they are not going to be killed, that they do not have to shoot them; that one man can ride in and arrest three or four and take them out of the crowd, as has been done many times.

CHAIRMAN WALSH: What was the situation at the hotel where the man was killed, and the trooper tried for it and acquitted?

MAJOR GROOME: I was not at South Bethlehem.

CHAIRMAN WALSH: Was there any investigation made of it by you?

MAJOR GROOME: Yes, a thorough investigation. At that time the entire squadron had been ordered to Philadelphia by the Governor. You may remember there was a street car strike in Philadelphia and considerable disorder, and it had been going on for four of five weeks, and they had not been able to run cars; and they have three thousand eight hundred policemen in Philadelphia, but they apparently did not know how to handle the situation, and the directors of public safety and the superintendent of police called on Governor Stewart for the National Guard, and he refused to send it, but offered the State police. They naturally, having 3800 of their own police, did not think much of getting 178 men of another police force, and the Governor refused to send the National Guard, saying it was expensive and unnecessary, and finally they asked for our assistance. I went there with four troops, 178 men, and we were assigned to the troublesome district of Kensington.

CHAIRMAN WALSH: Did you take charge yourself?

MAJOR GROOME: Yes, I took charge myself, and I had headquarters in the car barns. They did not run any cars until we arrived there. The men went on at five in the morning and the last car came in at 12:50. After we had been there three or four days telegrams commenced to come from the sheriff of Northampton County with reference to the matter.

CHAIRMAN WALSH: Did you keep the street cars running in Philadelphia?

MAJOR GROOME: We got them running the next day after we got there, and they continued to run, we didn't fire a shot during that time, and we made numerous arrests for throwing cobblestones and bricks, not through the cars, but we were telling the crowd that all we wanted was law and order and preventing them from creating any trouble, and mobs forming, and after we had been there five days the director of public safety had enlisted 200 or 300 extra

policemen, and had mounts for them, and saw how to handle the crowd. That is another point, the State police have no experience in handling mobs, and they are about as helpless as the National Guard. The sheriff had telephoned, and was telephoning that the conditions in South Bethlehem were beyond his control, and trouble had occurred and would occur, and I consulted with the Governor and told the sheriff the first three times that it was impossible to send him assistance, that my men had been on duty for 5 or 6 days for 18 hours a day, and I have seen them so tired when they came into the barn that they just threw themselves down out of the saddle, and I thought they could spare them better from Philadelphia than from South Bethlehem, and after repeated appeals and being confident that the men were needed, I sent 24 men. I let Captain Robinson go with the detail, and he slept until three o'clock Saturday morning when I awoke him and the other men and sent them on a special train to South Bethlehem and they got there at six o'clock, and at the request of the sheriff, written and telephoned. Robinson called me, after I told him to report the condition, at about eight o'clock, and told me it was one of the most serious troubles he had been in. A large crowd of excited people were on the street, and State police had been shot at, bricks had been thrown, and there were nine thousand men out, according to the statement, out of the mill, and how many more men from the surrounding country I don't know. At 12 o'clock that day I sent 24 more men. We had 48 men at Bethlehem to keep a mob of ten or fifteen thousand men in order, and the next day, or the day after, I sent him 40 more men. We had, all told, about 80 men that were there for four or five weeks, and the number of men in the crowd was anywhere from eight or ten thousand.

Up to the time of that shooting, as I said, I was not there, but I got a detailed report from each troop. I get a detailed report from each troop, whether they are out on duty, riot duty or anything else. The report from Captain Robinson showed that these men, my men, were mounted, and in the street, I am not sure of the width of the street, but it came out in the trial, I think it was an ordinarily wide street, and they were being shot at from both sides of the street by the rioters. Two of our horses were badly shot, two or three men were hit with bricks, but at that time our men had not replied. They had orders from Robinson not to fire. When this man was killed, he was in this hotel across the street, he was killed by a shot, as I remember, which went through the window or door. There were several, nine shots in the side of the hotel across the street, and several in the side of a house on the opposite side of the street. The mob were firing from both sides of the street, and why more of our men were not killed I don't know, unless they were very bad shots. As a result of this Private Houghan was arrested and held for murder and tried and acquitted, and it was proved that our men had .38 caliber Colt revolvers, and he was killed with a shot from a .45 caliber.

CHAIRMAN WALSH: It was a dispute that any trooper shot the man at all?

MAJOR GROOME: It was disputed until it got to the court, and then it was decided that he could not have done it, because it was not a bullet that he had, and he was acquitted.

I would suggest in that connection, if you will allow me to, not having been there, I have the records in our office, and it was impossible to bring all of the records, but if the Commission is interested I would be very glad——

CHAIRMAN WALSH: We are interested, but I know I speak for the Commission when I say that we would not care to retry the matter. The man was charged with murder and pleaded not guilty, and was tried before a court and jury was acquitted.

MAJOR GROOME: But this charge of brutality, and other things, that they were quiet and peaceable when we arrived there, you have my oath and the deputy superintendent, but if you will subpoena the captain that was on duty, and knows what the conditions are, and that spent his time there, and two or three of the sergeants there, they can tell you exactly the conditions.

CHAIRMAN WALSH: Who was the captain?

MAJOR GROOME: John F. Robinson.

CHAIRMAN WALSH: Where is he?

MAJOR GROOME: He had resigned, and accepted a position as editor of some paper in Chicago.

CHAIRMAN WALSH: We can probably get a statement from him.

MAJOR GROOME: And from the men that were on duty there with him.

CHAIRMAN WALSH: Anything else you care to submit, yourself, Major?

MAJOR GROOME: I don't think of anything else, sir.

CHAIRMAN WALSH: The investigation you made into the killing of Mr. Zambo, what was the result of that?

MAJOR GROOME: That was the man that was shot.

CHAIRMAN WALSH: But you say you made an investigation independent of the court proceedings?

MAJOR GROOME: The statement of Robinson was at that time we had not fired any shots, it was a crisscross fire that went through the window and killed this man.

CHAIRMAN WALSH: You were satisfied from this investigation that your trooper did not shoot him or any other trooper?

MAJOR GROOME: Yes sir. I would like to read one letter, it is very short.

CHAIRMAN WALSH: Very good.

MAJOR GROOME: It is an incident that was spoken of in Maurer's book, in which he said everything was true. I have given you Judge Sadler's letter, and this is from a man named Panizzi, who has signed a letter in Maurer's book, as I saw the letter published on page 18:

Greensburg, Pa., Mar. 22, 1915.

Major John C. Groome,
Philadelphia, Pa.

Dear Sir:—

I saw a letter published on page 18, of a certain book entitled, "The American Cossack," which said letter is dated Latrobe, February 13, 1911, and purports to have been signed by me and others. I wish to say that I never signed such a letter and never signed any letter attacking or critising the State constabulary.

As a matter of fact, I do not know anything about the conditions upon the first arrival of the State constabulary at Bradenville, on the morning of April 22, 1910. I do know that there was trouble in and about Superior and Bradenville before their arrival, and at this date I do not know whether there was any lives lost prior to their arrival or not.

As to the reference to certain lives that were lost set forth in this letter under "Question No. 4," I wish to say that I have no knowledge of the conditions in relation thereto, but understand that the State constabulary were not responsible in any manner for any of the lives that were lost, as referred to therein.

If the letter had been submitted to me at the time, I would have refused to sign it, and wish to say that I did not sign it and have no knowledge of the things referred to therein.

I wish to say further that I saw the constabulary almost daily during the period referred to in said letter, and during the time of the strike at Bradenville and Superior, and know that they acted in a quiet and lawful manner and conducted themselves as gentlemen, and the only times that persons were ordered from the streets, were for the purpose of breaking up unlawful assemblies, and maintaining order, I had no knowledge that my name had been used in such a

connection prior to this date and never saw the letter referred to until today, or I would have written you sooner.

Very truly yours,

NOE PANIZZI."

That book of his is so ridiculous it is hardly worth while to go into it in detail, but I wanted to call your attention to two things that happened to catch my eyes that were not quite as accurate as the rest. I don't know of any other information I can give you further than this.

CHAIRMAN WALSH: Did you answer the question that your troop has never been detailed except at the request of the man in authority, where they were requested?

MAJOR GROOME: No, sir, never. Even after the request, I don't send a detail until I have sent one of my own officers to investigate the condition. I have refused many requests of sheriffs because my men were not necessary.

COMMISSIONER O'CONNELL: Just a moment ago you spoke of the possibility of the officers changing their numbers in order to avoid, as was charged, being known. Would it be possible for them to change coats with each other?

MAJOR GROOME: I don't suppose it would.

COMMISSIONER O'CONNELL: That could be readily done, could it?

MAJOR GROOME: It probably could be done in the morning when they started to dress, it could not very well be done without taking off their belts and revolvers and certainly it could not be done in a hurry as you and I would change our coats.

COMMISSIONER O'CONNELL: It could be done, however?

MAJOR GROOME: Yes, sir, if they saw fit.

COMMISSIONER O'CONNELL: Well, where did I understand you to say their camps are located?

MAJOR GROOME: They are not camps, but are barracks. They accommodate 55 men and stable 55 horses. One is at Pottsville, one at Wyoming, one at Greensburg, and one is at Butler. They are all published on that first page of that report.

COMMISSIONER O'CONNELL: Now, you say those locations were not particularly selected because of the industrial situation of the State?

MAJOR GROOME: They were selected because I got them from the records, as there was more disturbances, more murders, more robberies, more lawlessness in those localities, than in the center or southern part of the State. They were also selected because it divided the State into four districts. It was necessary to locate them at four different localities, and I thought the logical distribution would be two in the eastern and two in the western. You will find they are about centrally located north and south in both places, and about the center part of the eastern and western division of the State. The center of our State is a large farming district with such a small population that hardly necessitated locating them there. In addition to that location each year I establish what we call sub-stations, from 30 to 40, or up to 60, depending on the amount of the appropriation of the legislature. They consist of three men. They get lodging at a farm house, or a small hotel, and are scattered through 30 or 40 counties. There is a sufficient number of men, and two men from each sub-station patrol each day, and the other man remains in the station for any call that might come in. In that way there is a network of sub-stations throughout the State that constantly patrol it within 25 or 30 miles. If the appropriation was large enough, these sub-stations would be out all the year round, and I would have about 40 sub-stations throughout the State, and keep about ten or twelve men in the barracks for an emergency, and it would give me a sub-station connected by telephone with the barracks, and we could maintain law and order in the rural districts and help to prevent the escape of criminals. I carry that plan out as long as the money lasts, as long as the appropriation holds out.

COMMISSIONER O'CONNELL: It seems that from the location they are largely situated in large industrial centers of the State. Pottsville, that is a coal center and near Philadelphia, that is a large industrial center. Now, Butler, that is near Pittsburgh, and that is one of the great industrial centers, and in the center of the State in Westmoreland, there are coal fields there. Assuming that the coal territory of Westmoreland field, there had been many strikes there, and in the last year I think it has been a continual run of strikes, there is one located in that field. Wherever the location of these may seem to be divided into portions of the State, it would seem that they are in close proximity to the real industrial centers of the State?

MAJOR GROOME: Because the real industrial centers of the State are where the large number of foreigners, who I think are the most lawless element we have, are located.

COMMISSIONER O'CONNELL: You would not call the Butler section a farmer's section?

MAJOR GROOME: No, foreigners, I said.

COMMISSIONER O'CONNELL: I beg your pardon.

MAJOR GROOME: No, the farmer is pretty tame.

COMMISSIONER O'CONNELL: In Butler proper, it is not an industrial section. There are no large number of foreigners in there?

MAJOR GROOME: There are car shops there.

COMMISSIONER O'CONNELL: Yes, sir, but they are small car shops; I know Butler very well.

MAJOR GROOME: The location is somewhat influenced by accommodations, that particular Butler troop used to be at Punxsutawney for a number of years. They were located in the exihibition building, at the old world's fair ground, and were sleeping on the first floor with the rain leaking through the roof, and it was impossible to get a building at Punxsutawney and I was compelled to go to Butler to accommodate them. I was rather limited in my appropriation and was not allowed to buy property, but was compelled to rent, and in small towns it is a rather difficult proposition to rent a house that will hold 55 men and also stable 55 horses.

COMMISSIONER O'CONNELL: Any examinations that are given the applicant for a position on the force, are they allowed any marks as to previous military experience?

MAJOR GROOME: As to their character?

COMMISSIONER O'CONNELL: What number of marks?

MAJOR GROOME: It is not divided on marks.

COMMISSIONER O'CONNELL: Per cent on the 100?

MAJOR GROOME: No, sir, it is divided into three examinations, moral, physical and mental. If their moral character is vouched for by an excellent discharge, by an officer, we are very glad to get them.

COMMISSIONER O'CONNELL: Would their discharge card, from the United States Army, be taken as a better per cent., perhaps, because of their military experience, than private citizens who would have a recommendation of high moral character from other sources?

MAJOR GROOME: Their moral character would not be considered better, but they would be more desirable because they had the training in riding and self restraint and discipline, which the private citizen cannot get, and in getting the force we have found that private citizens do not like the life, and don't like to get up at six o'clock and clean their horse, and be required to go to bed at ten o'clock at night.

COMMISSIONER O'CONNELL: They would be granted the preference because of their military experience?

MAJOR GROOME: It is more desirable, and saves time and money to the State in training them.

COMMISSIONER O'CONNELL: And probably having been subject to a better discipline, and they have all had training in carrying out orders regardless of what they might be? It is charged that these companies, when they are in localities where strikes are in existence, as for instance at Bethlehem, that their headquarters are made in the plant of the offices of the corporation. Is that the policy followed?

MAJOR GROOME: No, sir, it is not followed, and in certain instances it is impossible to get accommodations for them anywhere else. At Bethlehem the hotels and lodging houses expressly refused to accommodate them, and at the instructions of the sheriff the men were housed, and the horses, on the property of the Bethlehem Steel plant, because there was no other accommodations for them. I may say, during that time, orders were issued, and which are distinctly understood, that the men were not watchmen for the Bethlehem Steel Company, and were not allowed to patrol or to protect inside of the property of the steel company, to let their own railroad officers do that, that we were not watchmen for the corporation, and the sheriff understood that, and understood that we were to patrol the street and keep law and order on the streets.

COMMISSIONER O'CONNELL: Are the policemen required to wear their uniforms at all times?

MAJOR GROOME: Except when they are in—they get 14 days a year vacation.

COMMISSIONER O'CONNELL: For instance, as in the case of Bethlehem, it is charged that they were circulating among the rioters, as you call them, and strikers I will call them, in civilian clothing?

MAJOR GROOME: That I am not positive of.

COMMISSIONER HARRIMAN: That was at Hazelton?

COMMISSIONER O'CONNELL: The same charge was made in Bethlehem.

MAJOR GROOME: We have found that there was a great demand from district attorneys and judges for men to operate in plain clothes, and at the present time the district attorneys have not the authority to hire a detective, but they have one detective in the county who is probably an intimate friend of everybody else in the county, and we have had so many calls for assistance of men in plain clothes for murders and similar crimes, by the district attorneys, that we have used plain clothes men very frequently in the last six or seven years, and I think we had developed probably five or six men who are very excellent detectives. Beyond that, if we get a complaint from a locality that there have been chicken houses robbed, four or five nights in succession, and the police is known, we will send a man around in plain clothes to investigate.

COMMISSIONER O'CONNELL: The ordinary method of catching a thief?

MAJOR GROOME: Yes, sir.

COMMISSIONER O'CONNELL: But in the matter of charging a riot is going on, and the streets are crowded in a city, where these places are located, are they permitted there to don citizens uniforms and go in among the crowd to gather information?

MAJOR GROOME: They might be permitted, I don't think it is ordered. At Hazelton we had one man in plain clothes who was sent there. I sent him there probably two weeks before the detail was asked, to find out for me whether the force was needed, or whether the chief of police and burgesses were lying down on their jobs. He was there for two weeks, and remained in plain clothes for some time after the detail arrived, and at the same time the railroad company had 20 Pinkerton detectives there in plain clothes. I know that, I have seen the report and know the men were there; the Pinkerton detective is something I know nothing about.

COMMISSIONER O'CONNELL: Did you make an investigation or have one made when the request came in to send the troop to Bethlehem, before they were sent?

MAJOR GROOME: I could not make one. The telegrams started coming in Thursday morning, and continued about the serious conditions, and they kept up until Friday night, and I was tired out, and so was every available man I had, keeping the City of Philadelphia quiet.

COMMISSIONER O'CONNELL: I thought you said in all cases before they were sent you had an investigation made?

MAJOR GROOME: I do when it is possible.

COMMISSIONER O'CONNELL: But in this case at Bethlehem?

MAJOR GROOME: I did not.

COMMISSIONER O'CONNELL: Was there any request made to you from any other officer of the law in that vicinity except the sheriff, such as the mayor?

MAJOR GROOME: The sheriff and the mayor, if I recall correctly. The only record I have here is the sheriff of Northampton County. Some local authority had taken the matter up with the Governor, and I think Mr. Cunningham, who is present here now in conference with the Governor, went so far as to take it up with the Adjutant General to see if they would order out the National Guards. I was not present, but Mr. Cunningham was there and was present, and he knows about the trouble and the personal requests from the local authorities, and my information was from him, and my request.

COMMISSIONER O'CONNELL: Is the organization now, as you have perfected it, keeping up with the requirements of that special police service in the State? Is it filling all the requirements of the case, is it sufficiently large to cover all the requirements of the State?

MAJOR GROOME: No, it cannot be when we have ten requests a day and can only reply to about one.

COMMISSIONER O'CONNELL: Is that the reason you asked the legislature to increase the number?

MAJOR GROOME: And give us a sufficient number of men. We have 200 men, and 45,000 square miles of territory.

COMMISSIONER O'CONNELL: What was the increase asked for?

MAJOR GROOME: 110 men, 25 or 30 men added to each troop. It would have given us about 310 men.

COMMISSIONER O'CONNELL: How many cases in 1913 and 1914 were you called upon to look after, what you call riots, and what I call strikes, industrial disputes?

MAJOR GROOME: I think I have a copy of that with me.

COMMISSIONER O'CONNELL: You have that.

MR. CUNNINGHAM: I just want to refresh his recollection of where he can find it in his original report.

COMMISSIONER O'CONNELL: We have that then in the report.

Now, what proportion of arrests made—of the total number of arrests made that you gave us there—were arrests made during times when labor disputes were in existence?

MAJOR GROOME: Well, that is very hard to arrive at, but out of the total number of 24,000 there were 530 for rioting itself.

COMMISSIONER O'CONNELL: And that would be where there was no other rioting except in a case where you term it a strike?

MAJOR GROOME: Oh, yes. I am not familiar with that particular fact, there are several different riots, but that is for rioting where a number of men gather together and are violating the law.

COMMISSIONER O'CONNELL: I asked you a while ago, when another point was up and the Chairman asked to discontinue at that time, whether at this school where you train these policemen that you taught them the rights of citizenship? Do you teach them what the laws of the State are? Do you drill into a man, for instance, what a violation of a law is, and what the laws are? Now, do you teach them what the rights of a citizen are in a conservative way, advise them how to act. A man standing on a street corner might be a violation of a city ordinance. I think in the District of Columbia, where we are now, one standing on a street corner or crossing in the middle of the street is a violation of the city ordinance, that we should cross where the crossings are. Taking the laws as a man should carry them out, or are they instructed to overlook some things that are real, and technical violations of the law?

MAJOR GROOME: I don't know that they are, but they

are instructed as to how to treat all of the citizens. They know the law, they know what a man cannot do, and what is legal without having to be taught. I remember telling them originally, when the force was first organized, that I considered a man should be a gentleman as well as a policeman, and I expected them to treat elderly people, women and children with the greatest consideration at all times. I think they took that to heart, and I am perfectly free to say that I think my men are nearer gentlemen in their conduct than any police force in this country. We have never had a complaint from a law-abiding citizen as to their conduct. I think I had one about a man, when a Congressman was arrested for speeding his automobile, and he thought he had special privileges, and aside from that I cannot remember a complaint from a law-abiding citizen as to any infringement of their rights. The other members of the community, if they do infringe their rights, let us know, by having our men arrested and held, without warrant, for assault and battery, and various things, but we have never yet had a man complain of a man convicted on a trumped-up charge preferred against the force.

COMMISSIONER O'CONNELL: Have you had any occasions in which you have had to bring the members of your force before your own board or court as you call it?

MAJOR GROOME: Yes, sir, I have dismissed 155 men, I think, in the ten years, for violations of orders—156. No, 166, I have discharged in ten years.

COMMISSIONER O'CONNELL: For violation of your orders?

MAJOR GROOME: Yes, sir.

COMMISSIONER O'CONNELL: Have there been any of them dismissed for imposition upon citizens? Have any of them been convicted in the courts for breaking of the laws in the way of taking it into their own hands?

MAJOR GROOME: No, sir.

COMMISSIONER O'CONNELL: Were any of these cases of discharge where they beat old men and knocked them down in the streets, with their police clubs, were any of them investigated by you?

MAJOR GROOME: It was investigated by me in so far—well, where the charge was pressed and the men were arrested they were investigated, and where it was probed, it was reported in the morning report from our commanding officer. I see those reports, and the length of them depends on the activity. They are six or eight pages long, and I get one every day, from each commanding officer.

COMMISSIONER O'CONNELL: The troops that were camped in the Bethlehem yards during their stay there, they were fed in the yards of the shop of the company, or the shop of the company?

MAJOR GROOME: In the company's building.

COMMISSIONER O'CONNELL: Did the State pay for their feeding?

MAJOR GROOME: No, sir, the men pay for it themselves.

COMMISSIONER O'CONNELL: Who did they pay for it?

MAJOR GROOME: I think they had a commissary there, and that was the way it was done.

COMMISSIONER O'CONNELL: Was that paid through the Bethlehem Steel Company?

MAJOR GROOME: Yes, sir.

COMMISSIONER O'CONNELL: Does your record show how that was managed and straightened out?

MAJOR GROOME: Yes, sir. The Act provides that the men shall board and lodge themselves. The men have a mess committee to buy their food. They can make their meals cost what they want; $65.00 or $70.00 a month or less. It figures out, the way they have it, about 55 cents a day. At the end of the month they may pay 55 cents a day to the troop treasurer, who pays their meat bills or bread bills, or whatever it may be. That is the way they pay it. When they are in the sub-station work or detached work they still pay 55 cents a day to the troop treasurer, and the bills for their food is sent to the treasurer and he pays it. I think, at the Bethlehem, they came from the Bethlehem commissary, but it is all on record as to who paid it and what was done.

COMMISSIONER GARRETSON: Major, a moment ago you said that no law-abiding citizen had filed a complaint against members of the constabulary, but that others did.

MAJOR GROOME: No, sir, I didn't say that.

COMMISSIONER GARRETSON: How was it, or had them arrested?

MAJOR GROOME: I said that they had been arrested, but to my personal knowledge there had been no complaints, not to me personally.

COMMISSIONER GARRETSON: Is that your test for a law-abiding citizen, whether or not he has filed charges against the constabulary?

MAJOR GROOME: No, sir, and I didn't say so.

COMMISSIONER GARRETSON: I want to know whether it was or not?

MAJOR GROOME: Certainly not.

COMMISSIONER GARRETSON: You said no law-abiding citizen had done it?

MAJOR GROOME: I can qualify that by saying no citizen has complained to me about their conduct. Naturally, they complained, if some man in a small town had a man arrested, but that is not made to me, or comes to me, they might say this man is beating my dog or horse or something of that kind and have him arrested.

COMMISSIONER GARRETSON: But you created the distinction between these men. You distinguished between a man that had him arrested as a non-law-abiding citizen, because you put him in the other class?

MAJOR GROOME: That was not my meaning of the word. It was only to separate those people from some of the charges made in the mob at Bethlehem, which were proved in court to be absolutely untrue. Those men are considered not law-abiding when they perjured themselves.

COMMISSIONER O'CONNELL: Then you will admit that it is possible that some of the law-abiding citizens had them arrested?

MAJOR GROOME: It is quite possible.

COMMISSIONER GARRETSON: Now, you used the statement earlier on, or the language early in your statement, that it was difficult to distinguish between a striker, a rough and a thug. From the standpoint of the State constabulary does a striker or a working man, a thug and a rough bear a marked comparison to each other?

MAJOR GROOME: No, sir, I might go on and say that it is not possible in a mob to distinguish between a banker, a lawyer, a judge, an iron worker, a millionaire, or a professional gambler.

COMMISSIONER GARRETSON: You might have, but you did not?

MAJOR GROOME: I didn't want to take up so much time. I would like to correct my statement that in a crowd of eight or nine thousand people it is impossible for the State police to tell a man's profession by looking at him.

COMMISSIONER GARRETSON: Have you ever had any difficulty with your men injuring any of these classes that you have named? I mean that you have added on?

MAJOR GROOME: I am not sure whether we have or not. I am not familiar with the professions of the 25,000 men that have been arrested by the State police, although we have the records at Harrisburg.

COMMISSIONER GARRETSON: I notice that you stated that your headquarters were in the car barns in Philadelphia.

MAJOR GROOME: Yes, sir.

COMMISSIONER GARRETSON: It has been asserted that the headquarters of the constabulary at Bethlehem was inside the steel works?

MAJOR GROOME: Yes, sir.

COMMISSIONER GARRETSON: And has the constabulary ever made its headquarters at strike headquarters?

MAJOR GROOME: It has never been invited, and I don't think they could accommodate the men, they are not large enough.

COMMISSIONER GARRETSON: When you make your headquarters, as they are accused, you make your headquarters in the domicile of one part of the contestants, is that method calculated to breed belief in your impartiality?

MAJOR GROOME: That is impossible for me to say, that it breeds. The only time the State police are housed, or the constabulary, on the property of a corporation, has been occasions when it was impossible to get accommodations anywhere else. In Philadelphia the director of public safety, who I think thought we needed a little work, assigned me to the Kensington district, and gave me a territory about eight squares square, and took all of his police away and said that he would leave it to my force to maintain law and order in this territory, and keep the cars moving. In that territory there were no bulidings of any kind or character or description to put 178 men and horses in except the car barns. We went over there much to the annoyance of the car officials, and made them take their cars out of there; they had something like 200 there, and we put up posts to tie the horses to and put hay on the floor, and I slept in the loft myself, because there was no other place for me to sleep.

COMMISSIONER GARRETSON: Was that practice regularly followed?

MAJOR GROOME: Not necessarily.

COMMISSIONER GARRETSON: Do you believe it would have a good effect?

MAJOR GROOME: What would you do, where would you stay if there was not any fitting accommodations there? Where would you put them?

COMMISSIONER GARRETSON: I would not like to tell you, because I am not under examination. If there was any question, I certainly would not put them in the headquarters of either party in the contention.

MAJOR GROOME: You have never been in command, and responsible for the lives of 200 men and horses.

COMMISSIONER GARRETSON: I have been in command and responsible for the lives and welfare of a good many men under just such conditions.

MAJOR GROOME: I will repeat, that it was not from choice that the few occasions in which the force had been in the buildings of corporations occurred, but it is purely from necessity.

COMMISSIONER GARRETSON: It is just then from the necessity that they permit a condition to arise that is calculated to build prejudice. Can it be avoided, that is the question?

MAJOR GROOME: I don't know whether it can be or not. I think if you will take the activities of the force for ten years, the disturbances there have been, the number of arrests they have made and the order they have maintained, you will find that upon only two occasions in all of their toll of duty they have been housed on the property of corporations, and upon those two occasions it was a question of necessity, and I don't think they could be accused of creating bad feeling or sentiment on either side.

COMMISSIONER GARRETSON: Have you ever looked up the record of the Northwest Mounted Police in matters of that kind?

MAJOR GROOME: Yes, sir.

COMMISSIONER GARRETSON: Do you know what their policy is?

MAJOR GROOME: They don't have barracks.

COMMISSIONER GARRETSON: And they don't live in corporation quarters, either?

MAJOR GROOME: They don't have to, they send out two men at a time. We have never quartered a paid policeman on corporation property where we had less than ten or fifteen men in the detail. When we have had a hundred or two hundred it was necessary once or twice.

COMMISSIONER GARRETSON: Have the strikers ever won a case where the constabulary was called in Pennsylvania?

MAJOR GROOME: What kind of a strike?

COMMISSIONER GARRETSON: Regardless of whether the merits are good, bad or indifferent, have they ever won a strike when the constabulary was called in?

MAJOR GROOME: I have no means of knowing.

COMMISSIONER GARRETSON: What are the purposes underlying the formation of the Royal Irish Constabulary?

MAJOR GROOME: I have no means of knowing.

COMMISSIONER GARRETSON: Was it not purely political oppression?

MAJOR GROOME: That was long before I was born.

COMMISSIONER GARRETSON: You have not taken the trouble to read up. It would be very interesting to learn that they are similar not only in formation but in object.

MAJOR GROOME: It probably would be, but I did not create the Royal Irish Constabulary. My only job is to try and maintain law and order, and I have not gone into the organization of the police forces throughout the world.

COMMISSIONER GARRETSON: Do you believe that law and order cease to exist because there is a strike?

MAJOR GROOME: I don't know anything about it.

COMMISSIONER GARRETSON: That is all.

MAJOR GROOME: May I read one letter; there seems to be a great deal of emphasis put on the strike. I happened to bring one of the morning reports during the riot, from the commanding officer who was sent to East Pittsburgh at the request of the sheriff. You asked some time ago what orders were given. The only orders given to an officer taking a detail out is to maintain law and order, and he issues such orders as the circumstances necessitate when he arrives on the spot. This is the report, the first report from Captain Adams. (Reading):

"June 30, 1914.

"The Superintendent,
Dept. of State Police,
Harrisburg, Penna.:

"SIR.—I have the honor to report conditions at East Pittsburgh and vicinity in connection with the strike of employees of the Westinghouse industries which are comprised of the Westinghouse Electric, the Westinghouse Machine, the Westinghouse Air Brake and the Westinghouse Meter Companies; also the Union Switch and Signal Company. With the exception of the Westinghouse Air Brake Company, at Wilmerding, and the Westinghouse Foundries, at Trafford City, and employees to the amount of about 90% have been on strike for nearly a month. Up until yesterday it was reported that the strikers conducted themselves in an orderly manner, but on Monday morning a large crowd, amounting to about 2500 people, massed about the Electric and Machine Plant, preventing a number of the office force and others employed about the plant from entering, compelling passengers on street cars to alight and to travel in directions opposite to that of the plants. No one was injured. According to your instructions, upon receipt of a telegram from the sheriff of Allegheny County, which I herewith enclose, I proceeded to East Pittsburgh with thirty enlisted men, where I was later joined by Lieutenant Marsh and two additional enlisted men. Upon arrival at East Pittsburgh at about 5:30 P. M. we were met by a large crowd of citizens from Turtle Creek, East Pittsburgh and other surrounding small boroughs numbering, I should say, between 2000 and 3000. This crowd showed no disposition toward violence other than cheers mixed with hoots, jeers and hisses. I proceeded to the Borough Building, where I met the Chief of Police of East Pittsburgh, who expressed satisfaction at our arrival in the borough, and promised the co-operation of his force. I then proceeded to the headquarters of the striking

employees of the Westinghouse interests, where I met the members of the strike committee, and on which occasion I made plain to them that it would be absolutely necessary for them to maintain peace and good order in and about the streets surrounding the affected plants; that it would be necessary for their pickets to abstain from hoots, jeers, hisses or laying their hands upon persons passing along the streets. This they promised to do.

"At 5:45 this morning I posted the entire force along the streets which bound the Westinghouse plants in such a manner that they could easily co-operate with each other. There were at least 3000 persons on the streets in this vicinity at 6:30 A. M., and remained during the time that the employees, who have remained at work, assembled at the plant. It was not necessary for our men to make arrests except in one occasion in which a man slightly under the influence of liquor and inclined to be boisterous was detained for half an hour until his friends came and promised to conduct him to his home and vouched for his future good behavior when he was released. The men remained upon the streets until 9:30 A. M., and were again posted on the streets at 11:45 A. M., where they remained until 1:30 P. M.

"The men and horses are quartered in a building, the property of the Westinghouse Electric Co., this being necessary because hotels capable of accommodating our men refused to grant us accommodations. In connection with this incident I wish to state that a hotel keeper arranged with me and showed me rooms sufficient to accommodate twenty-six men, and offered me a rate of $1.50 per day per man. Later in the day, however, he became alarmed on account of the fear of boycott, and decided that he would not accommodate us. The men are being fed in the restaurant provided for the female employees of the Westinghouse Electric Co. previous to the strike.

"I met the strike committee at noon to-day and told them that it would be necessary for them to reduce the number of pickets on a foot bridge which crosses the Westinghouse properties from the main thoroughfare of East Pittsburg to the Pennsylvania Railroad, as during the morning there was a continuous parade of strikers, amounting to about 200, across this bridge, which is nearly 150 yards long, making it difficult for the large number of employees of the Westinghouse Co. to cross the same to their work. This they readily consented to do, and promised to send but twenty men to this bridge in the morning, and each was to bear a badge designating his authority from the union. They further promised that these men would be composed of their most reputable members for whom they could vouch would do everything in their power to maintain peace and good order.

"While there is a large number of employees involved in this strike, and are made up of various classes of citizens some of whom are high-salaried workmen of the Westinghouse plants and others of the ordinary labor type of foreigner, I do not anticipate any trouble in handling the situation so long as the present committee is in control.

"There are, however, a few members of the I. W. W. who are circulating among the foreign element and counseling violence. At present, however, they have received scant attention. I believe that the presence of our men is quite likely to prevent serious disorder at this place.

"There was a long conference between the strike committee and the authorities of the Westinghouse interests this afternoon, and considerable progress was made toward a settlement.

Very respectfully,

LYNN C. ADAMS,
Captain, State Police,
Commanding Troop 'A.'"

LCA/M Copy furnished Supt. Groome at Philadelphia.

That is simply to show you that in case of a strike, where the riot is caused by the strike of laboring men, that they consult with them and arrange to maintain law and order, and that ordinarily it is very easy to do. This shows that the labor unions conferred and agreed with Captain Adams as to the number of pickets they should have, and that they would put badges on them so that they could be easily picked out, and not be mistaken for others, and in that way there was not a particle of trouble.

COMMISSIONER LENNEN: That is another case where they were taken care of in the company's property?

MAJOR GROOME: That is a case where the horses were in the company's——

CHAIRMAN WALSH: Where was that?

MAJOR GROOME: East Pittsburg.

COMMISSIONER LENNEN: Would you kindly furnish us from your record—not now, but when you have the opportunity, and send it to headquarters—the record of the number of times the troop has been called to serve in strikes and the number of times the men or horses or provisions have been provided in or by the corporations or by the employers?

MAJOR GROOME: Yes, sir. You have that information as to the number of strikes in the letter I sent in answer to the questions you gave me two weeks ago; and there are a number of other things that I will get for you.

(INFORMATION TO BE FURNISHED.)

CHAIRMAN WALSH: Where were the constabulary housed during the strike at New Castle, during 1909 and '10?

MAJOR GROOME: I have not the 1909 and '10 report. I will have to give you that. It is six or seven years ago and I have not got all these details in my head as I would like to have. I will probably have to look through these annual reports a moment——

CHAIRMAN WALSH: Perhaps Mr. Cunningham or Captain Longly can get it.

MR. CUNNINGHAM: We will procure that.

CHAIRMAN WALSH: Were you present at the moulders' strike in 1912, at Erie?

MAJOR GROOME: No, sir, I only take command when the entire force or squadron is out. When one troop or portion of troop is out, the commanding officer of that troop is with them; when all are out then I take command as the senior officer; but I do not interfere with them in their——

CHAIRMAN WALSH: That is all, then, Major; thank you.

PART TWO

Testimony of James H. Maurer, President of the Pennsylvania State Federation of Labor, Before the United States Commission on Industrial Relations (*a*)

JAMES H. MAURER, called as a witness, testified as follows:

CHAIRMAN WALSH: Please state your name, your residence and your occupation.

MR. MAURER: My name is James H. Maurer; occupation, machinist; at the present time president of the Pennsylvania State Federation of Labor; my office address is Harrisburg and my residence address, Reading, Pa.

CHAIRMAN WALSH: Have you made a special study of the Pennsylvania State police, Mr. Maurer?

MR. MAURER: Yes, sir.

CHAIRMAN WALSH: When was the department of the State police of Pennsylvania created?

MR. MAURER: In 1905.

CHAIRMAN WALSH: How many men composed the constabulary, and how are they divided?

MR. MAURER: The entire force consists of two hundred and thirty-two men, four of whom are the Superintendents of Police and Deputy Superintendent, clerk and stenographer—the rest are officers and men.

CHAIRMAN WALSH: Prior to the institution of the constabulary, what sort of a State police force was there in Pennsylvania?

MR. MAURER: The police we had prior to that time were known as coal and iron police, deputy sheriffs and local constables.

CHAIRMAN WALSH: Were these police in the employment of private corporations?

MR. MAURER: Yes, the coal and iron police and, at times, the deputies.

CHAIRMAN WALSH: They were not officers of the State?

MR. MAURER: Only to the extent that they received their authority, their right to be police, from the Governor.

CHAIRMAN WALSH: And they were paid by whom?

MR. MAURER: By the corporations whom they served.

CHAIRMAN WALSH: Could you approximate how many State police officers there were on duty at the time of the passage of this State constabulary law?

MR. MAURER: No, each corporation of any importance had a great many of these coal and iron police, and private detectives.

CHAIRMAN WALSH: Well, now, were those laws repealed when the State constabulary was instituted?

MR. MAURER: They promised and the general understanding in the Assembly at the time—at the time they passed the constabulary law—was that they were to take the place of the coal and iron police and the bill itself, which I have here, creating the department made that provision. Notice, here in one part it says, defining their duties, and says they are intended, so far as possible, to take the place of the police now appointed at the request of various corporations. This is a copy of the Act creating the department of State police and to answer your question, the coal and iron police law was never repealed, and this is a copy of the Act passed in 1865, pertaining to coal and iron police and was supplemented by an Act in 1866. The supplement provides that any corporation can have the same power that railroad corporations have. I offer these in evidence (handing same to the reporter).

CHAIRMAN WALSH: Very good.

The two papers here, presented by the witness, were received in evidence and marked, "Washington, D. C., May 6, Witness Maurer," and respectively, "Document Serial No. 978," and "Document Serial No. 979."

CHAIRMAN WALSH: Now, as a matter of fact, were the coal and iron police dropped when the State constabulary was established?

MR. MAURER: No, they were not. We still have the coal and iron police as we had before the institution of the State constabulary.

CHAIRMAN WALSH: From what forces are the State constabulary recruited, from the police of the State, or——

MR. MAURER: No, most of the men are recruited from the ranks of ex-United States soldiers and again some of them are degenerates, recruited from the ranks of the middle classes, young men who are educated, but never amount to anything, and no good for anything and generally hunt a job in the State police force.

CHAIRMAN WALSH: How many men altogether, do you say? What is the total force?

MR. MAURER: Two hundred and thirty-two.

CHAIRMAN WALSH: Have there been any labor disturbances in which the State police was called, since the institution of this force?

MR. MAURER: Oh, yes, a great many.

CHAIRMAN WALSH: Could you briefly state what they were, and the use and operation of the State police?

MR. MAURER: Yes. They are used in various ways. It depends entirely on the nature of the trouble. If the strike is a very large one, say like we had in Westmoreland County, or in a big coal center, then they are used differently than they would be in a local situation, such as a trolley strike where the street car men go on a strike, or perhaps differently from what they would be on a railroad. I will give you two illustrations.

COMMISSIONER O'CONNELL: Could you give the Bethlehem Steel Company for instance——?

MR. MAURER: I will give that—I can touch on that, too—but there is another witness here, whom I believe will go into that more in detail Take the Westmoreland coal strike as an example of a large strike. In a situation of that kind, the deputy sheriffs provide thugs imported from wherever they can get them, usually from the slums of the great cities, not natives—in very few cases are they natives. These men are clothed with the power and authority of deputies, and are therefore armed with the right to arrest. Now, the coal and iron police are a little different. They are really more like a detective. They are the gum-shoe men in the situation. Word may come to picket men, saying that a train is bringing a carload of strike-breakers in, they may meet the train at the station, the company thugs may also meet the train and when the train unloads its passengers, the striking pickets may call out to them and say, "There is a strike on, don't take our jobs." And sometimes they reach them, sometimes they get in close communication with them and sometimes not. That is where the imported thug comes in. He starts something. The coal and iron police, most of the time, are on the scene, and when they start something it is because the thugs and the coal and iron police are armed and the strikers are not armed, and are not permitted to be armed, they are beaten up by the thugs and that is about the time the constabulary, who are mounted, appear on the scene. They see the disturbance and always take good care to arrest only the strikers. That is one of the ways they operated, during the Westmoreland strike, which extended over a very considerable time, in Westmoreland County, not in one instance did we get any aid from the

(*a*) This testimony was given by Mr. Maurer at a Public Hearing held at Washington, D. C., on May 6, 1915.

constabulary. We had men who wished to go home, and tried to go home, and the thugs would waylay them and would beat them up and the constabulary—we telephoned and asked for protection and never got it.

I have a letter here from one man which I just received day before yesterday, and if you will permit, I will read it, as it will enlighten you on the various subjects I am speakng about. He says:

"In 1906 I had occasion to visit Sagamore. While walking on the township road, with others, two Italians came from the shanty, erected for their convenience by the coal company, near the mines, in Sagamore, and came over to the road, pointed their guns at me and ordered me off of the township road. I refused to go, and those Italians turned and went to the shanty which was about one hundred feet from the township road, two members of the State constabulary came along I stopped them, told them what those fellows had done and requested that they arrest them. They refused and said they would take it up with the Superintendent.

"I am not sure whether these men were disarmed or not, but I was never called to appear against them in court.

JAMES PURCELL."

This Mr. Purcell is President of District Two of the United Mine Workers, and I merely mention that to illustrate the method by which they protect the company and not the strikers. They are strictly partial in their conduct, and never yet have I had one case reported to me or come to my knowledge where they protected the striker. I will cite you other cases in the trolley or small strikes where no private gunmen are employed, then they play the dual role of secret service men as it were, and thugs, they mingling with crowds in citizen's clothes and trying to create disorder or incite the men to violence and then, if successful, beat them up and arrested them and the press comes out in glaring headlines and says what an efficient force the constabulary is.

CHAIRMAN WALSH: Have you ever made charges against the constabulary to their superiors?

MR. MAURER: Yes.

CHAIRMAN WALSH: When?

MR. MAURER: Last year we had a strike of the trolley men at Hazleton which lasted six months and the company did not operate a car during three months. When April came, the weather opened and they commenced operating cars with strike-breakers, but the people would not ride on the cars; the strike was very orderly and well conducted and lasted about six months. While, of course, it was a losing proposition to operate cars without people riding on them, certain citizens got busses; jitneys and other vehicles were pressed into service to handle the passengers. Finally, word came to me at Harrisburg, that I should come to Hazleton, that there was trouble brewing and I went there and investigated the situation and I found only one trooper on my first two days in Hazleton in uniform; the rest of them, I had learned through other agencies, were operating in citizen's clothes. The method by which they worked was to mingle in crowds on the street corners where the trolley cars came in and then incite the men by calling the strike-breakers vile names and cursing and so forth. The local police, however, were instructed by the Mayor to disperse all crowds.

CHAIRMAN WALSH: Mr. Maurer, you say the State constabulary did that themselves?

MR. MAURER: Oh, yes.

CHAIRMAN WALSH: Do you have the names of them?

MR. MAURER: Yes, we have proven all of that. I have that in this book here (indicating). That was proven at the hearing when their conduct was officially investigated.

I want to answer the question you asked me. The local police finally tried to disperse the crowd and that is how we discovered who they were. We did not know who these men were, and the crowd would be dispersed. They did not obey the instructions of the officers, to move on; the State policemen refused to move several times and finally admitted to the local officers that they were State policemen and that is how we discovered who they were. The local police, however, said they did not care whether they were State police or not, that they had to move just the same and they did move and in that way prevented the plan that was carried out on other occasions to incite the men to violence.

We found, in a place named, "McAdoo," a few miles west of Hazleton, a suburb of Hazleton, where a strike-breaker used vile and indecent language towards citizens and the burgess who was there ordered the Chief of Police to arrest the man. Four State troopers were in the crowd and heard all this indecent talk on the part of the strike-breaker, but made no attempt to arrest him. The burgess then ordered his chief to arrest the strike-breaker. He was tried and found guilty and given the option of serving twenty-four hours or paying a ten-dollar fine and that is when the State police came forward and offered to pay the fine for the strike-breaker, and did pay it.

Another case where a strike-breaker shot into a crowd of boys and shot three of them, the local police arrested the strike-breaker, and, at a hearing, the State police were there acting as attorney in defense of the strike-breaker. The State police also made the office of the Lehigh Traction Company their headquarters. After we gathered that evidence and other evidence, I went to Harrisburg and went to see Governor Tener and presented the charges much in the order that I have just explained to you. The Governor was highly indignant and refused to believe anything I said about the constabulary, saying that they were not partial, were strictly impartial, and refused to believe otherwise, and questioned whether I had truthfully laid the matter before him. I told him that I was sorry that he said that, and to give me a chance to prove that what I had told him was the truth, and to investigate the charges. He then called into his office the deputy, and I repeated to the deputy, the charges as I had told them to the Governor and the Governor instructed the deputy to investigate. Three days after that the deputy and I went to Hazleton and, with the aid of the district miners' officials, we gathered our witnesses, and the witnesses were kept in the hotel lobby while we were in the parlor. We had a notary public there, all witnesses were sworn before testifying, and no witness knew what the other had testified to before he testified. About fifteen witnesses were heard and about thirty more waiting to be called, among whom was the burgess of McAdoo, the Chief of Police, attorneys and other citizens, in fact, some of the best citizens of Hazleton and vicinity, and every charge I made was proven at this hearing, and other damaging evidence was submitted that I had not charged. One of them was drunkenness and disorderly conduct.

CHAIRMAN WALSH: Before whom was this held?

MR. MAURER: Before Superintendent Groome, of the State police. The State police had a stenographer there and we had one; some State policemen were there. We have a stenographic record of the proceedings which are now in the Governor's and my possession. In this book, I published just abstracts of that hearing.

CHAIRMAN WALSH: What is that?

MR. MAURER: "The American Cossack." You can have it. It is a book that I complied myself. That proves how they were used, that they were partial in their conduct and used to break strikes, and used by the Lehigh Traction Company as guards, and as attorneys for the strike-breakers; paid fines for strike-breakers when arrested by the local police, arrested men on trumped-up charges, and railroaded them from Hazleton to Pottsville, a distance of twenty-eight miles, and would not give them a hearing in their home district, notwithstanding there were justices and courts there. This was done in order to railroad them to jail. All of this is true and all of this we have proven, not by one witness, but by a number of witnesses.

The Governor has that report and he took no action, other

than one of the State policemen has been relieved from duty, the man that we proved to have been beastly drunk and very officious in his conduct. As to the strike situation in Bethlehem, I was there during part of the strike, and I can say this, at no time was there any necessity for calling out the constabulary. The men there were peaceful in every way. A committee of strikers went to see the Governor and the President of the United States, and asked them to use their good offices to settle the strike. The Governor and President both said that the law did not give them such power, but as soon as Mr. Schwab called for the constabulary, they had the power to act. There was hardly any disorder, and within one hour after the constabulary arrived, there was bloodshed, riot and disorder. They invaded the homes of foreigners and searched their homes under the pretext of looking for firearms, I was informed and I believed my informant that they robbed some of these people under the pretense of looking for firearms. They arrested them and took them to the steel company's property and locked them up and held court there. They paraded the streets, beat men right and left, trampled old people down and rode to the Majestic Hotel and shot through the door and shot one man to death and other men down, and trampled people with their horses, and did everything possible to incite and create a reign of terror and fear, and thereby break the strike.

I am sorry, Mr. Commissioner, that the time does not permit me to go into detail and work out my evidence more logically, and at greater length, but as I have only a very short time to stay, I have to speak against time, and perhaps it doesn't make as good sense as it would if we could work out what I have to say in proper order.

I might add that so unpopular has this department become in the State that, notwithstanding the fact that the press of other States have been trying to laud it and eulogize this department to the extent that the other States would adopt it, to show you that it is not so popular as the press would have you believe, for the past four years they have tried to increase this department, and I happened to be a member of the Pennsylvania Legislature for the past three sessions, myself, and know whereof I speak.

Here is the legislative journal of this month, on the two days when the constabulary question was before the Legislature of Pennsylvania. They proposed in this session, as in the last session and previous sessions, to increase it by adding 116 more men to it, and increase the salary of the different officers, and proposed increase of salary for Captain Groome, from three thousand to six thousand dollars a year. Now, Captain Groome is only a figurehead, he is in the liquor business in Philadelphia, and his salary is merely a plum. All he has to do is to draw his breath and salary. Captain Lumb is the head of the department, not Groome. They proposed increasing the salaries of all the troopers five dollars, they now get $900.00 a year. We fought that bill, and lost part of it four years ago, and two years ago, we fought it and won all of it. I led the fight against it this time, and this time we defeated that constabulary bill two to one. They only got 61 votes in the lower house and 125 against it. Now, if the department of State police is such a fine institution, I think that the people in Pennsylvania would know it. Gentlemen, there is a few minutes still left me, and I want to say this:

Tomorrow you will have a witness from Allentown, Mr. Williams, and when you hear him, he will give you the Bethlehem strike situation in detail, and what is true in Bethlehem is true in every other part of the State they went to, with the exception of one, and that one is the Westinghouse Air Brake strike. They were very gentlemenly there, and I attributed that to the fact that it was close to a legislative session, and they knew to make any break there would threaten this particular legislation that I just spoke about. I have been in practically every city that they have operated in. When in Erie, I interviewed the people who suffered through their brutality. I saw a case where they struck down an old man he don't know yet why he was struck down or why they dragged him along from the horn of the saddle and those are facts. Why they do such things to an old man, I don't know, unless it is to create awe and terror in the hearts of the strikers and their families.

COMMISSIONER O'CONNELL: What are they doing when not engaged in the strike business?

MR. MAURER: I am very glad, indeed, that you asked that question. They are patrolling the rural districts in the immediate vicinity of the barracks. It leads the farmer to believe that he has police protection when they see these mounted officers. Those of you who never saw them, I wish you would allow me to describe how they look.

When Groome was appointed as chief of the department, he went to Europe to study the police there; he went to Russia and studied the Cossacks, and through Germany and then to Ireland and studied it there, and came back and recommended that the constabulary of Pennsylvania pattern after the Irish constabulary, and they look for all the world, not exactly like the Irish constabulary, but like a cross between the Russian Cossack and Irish constabulary. Its duties between strikes are to patrol the rural districts. It is remarkable the work they do. They have maps of every little locality. You can go through the rural districts within fifty miles of the barracks, and you find at every cross road, a mark on the post, and on every bridge, it will be 1-2-0 and x or v or w, any old letter on the bridge, every bridge you pass you will find that mark. They are all laid out on a map; they can tell in a minute where to go when they call for help; they can locate all of these byways and highways. That is what they are doing, familiarizing themselves with that part of the State, and after those troopers have been there for a while, they move them and bring others into the territory, so that the troopers are familiar with both ends of the State. They are located, two companies at the western end and two at the eastern end of the State, but not in strictly farming districts.

CHAIRMAN WALSH: Do they make arrests at these other times of trespassers or thieves that prey upon the inhabitants?

MR. MAURER: Oh, yes. When there is no strike duty to perform, they do arrest and apprehend real criminals, but not very many. Here is Captain Groome's report for 1912, he doesn't give any report this year. This will give an idea of how many arrests they made, but if you look over it very carefully, you will find most of the arrests were made on the charge of vagrancy, drunkenness and disorderly conduct, which are usually the charges lodged against a man on strike.

COMMISSIONER O'CONNELL. What is the procedure, or who is authorized to call upon the Governor for the services of these troops?

MR. MAURER: The sheriff. The sheriff has the power. If any one wants them, they apply to the sheriff and he calls on the Governor. I wish to state here that the State constabulary of Pennsylvania has absolute power; when they enter a strike zone, martial law exists, not by official declaration, but to every intent and purpose, martial law does exist. They override all civil authority; they take charge of the situation and arrest without warrant, invade your home without warrant; they are the greatest power in the State, greater than any civil power, the only power greater is the legislature when it is in session or the Governor when it is not in session.

COMMISSIONER AISHTON: Mr. Maurer, what is the membership of the State Constabulary?

MR. MAURER: 232 including the office force of two men.

COMMISSIONER AISHTON: You have a knowledge of their membership, you are a State officer and member of the legislature, and you have a general knowledge of the composition of that force?

MR. MAURER: Yes, sir.

COMMISSIONER AISHTON: You stated, I believe, that they were made up from two classes of men?

MR. MAURER: In the main, I qualified it.

COMMISSIONER AISHTON: I did not understand it was qualified. I would like to have the record show that qualification, however.

MR. MAURER: Yes, I hope it will be, I do not want it otherwise.

COMMISSIONER AISHTON: I did not assume that you wanted to intimate to this Commission that ex-soldiers and the degenerate sons of the middle class——

MR. MAURER: No, not sons of degenerates, but degenerate sons, who don't amount to anything.

COMMISSIONER AISHTON: How many do you imagine the constabulary holds of that class?

MR. MAURER: Quite a number.

COMMISSIONER AISHTON: Are degenerates?

MR. MAURER: Oh, no; I would not say it so broad as that.

COMMISSIONER AISHTON: Will you please correct the record, I think it so states.

MR. MAURER: They are ex-United States soldiers, who find it more profitable to be in the State constabulary than in the army, the army don't pay the wages they do in Pennsylvania. And then there are men that are no account, could not make their own living, but were educated, some of them, with a college education, and were simply incompetent, and sort of a nuisance around the town. The whole community breathed easy when they found something to do, even if it was cracking men's heads.

COMMISSIONER AISHTON: If the record will state as you read it, I don't know that any further questions are necessary, but you dwelt upon the fact that they were degenerates, as sons of the middle class. I wrote that down and didn't quite understand it.

MR. MAURER: I thank you for the correction.

COMMISSIONER AISHTON: I don't want to take up the time, and will ask one question: There has a good deal been said about legislation and fighting legislation and you used the term that you fought two years in the legislature, and got a certain result, and this year you fought it again and beat it altogether.

MR. MAURER: This year, I led the fight. The organization which I have the honor to represent, the State Federation of Labor, has always been opposed to the constabulary.

COMMISSIONER AISHTON: On the basis you mention?

MR. MAURER: On the floor of the House, as a member of the House.

COMMISSIONER AISHTON: The record will be safe in saying in your capacity as an officer of the Pennsylvania State Federation of Labor, you fought it?

MR. MAURER: In the dual position, as an official and I carried out the orders of my organization.

COMMISSIONER HARRIMAN: What I would like to know, would you approve of this State constabulary if it was a different charcater from the Pennsylvania constabulary, or would you disapprove of any under any condition?

MR. MAURER: I, myself, introduced a bill, four years ago, to abolish the State constabulary. That bill never got out of the committee. Two years ago, the Pennsylvania State Federation of Labor, realizing that we could not hope to abolish it, had a bill introduced, defining the duties of the State constabulary; we provided that they could be used for fire wardens and fish wardens and in time of floods to save and protect life and property, and to apprehend real criminals and so forth. The bill is in the Cossack Book. Here is a copy of it. The last section says, "under no circumstances, shall they be used in strikes or lockouts or in any dispute between employer and employes." We introduced that and were quite anxious to have it enacted into a law, but it never got beyond second reading in the lower House, and this year we realized that that could not be enacted into a law, and we tried to prevent it from growing anyway.

COMMISSIONER HARRIMAN: If you could do away with it, what would you put in its place?

MR. MAURER: I don't think we need anything. I think the Mayor of Altoona gave us a good lesson here, today, in his testimony. He had the strike situation at Altoona under control, there was no need for cracking heads. A little story is told about the men on the bridge. I was just thinking when I heard him explain that story how his two officers went there and made a few arrests, and that was all there was to it. There was an accident, I believe, a rail broke away and some men were hurt. If the State police had been there, there would have been a different story to tell; they would have rode in and cracked skulls and beat them up and dragged them around. That is their method. Therein is the difference. The employers of labor, when they go in a strike situation and know that the State is going to defend and help them, naturally, are more arrogant and less considerate of the demands of their employes. If we take away that kind of a system, then they will commence to reason logically and intelligently and cease to use that arrogant and overbearing method that they do resort to when they know they have us by the throat, by using the powers of the State against us; they would then be more liable to listen to reason and settle the differences like civilized people should, instead of having us beaten, murdered, robbed and assaulted. I hold that the State has no right to take part in the interests of the employer during our industrial conflicts any more than it has a right to take part in the interests of the employe. At the last convention of the Federation, I recommended, and I shall insist in the convention, next week again, that we learn, or become trained in the science of militarism ourselves. I am sick and tired of having our men constantly stand up to be shot at. If we must fight, I would rather that we fight intelligently than empty handed, than always being the fellow without any protection, whatever. They must stop this method of fighting us, or there will be more trouble. We will not stand for it much longer. We got along for a century in Pennsylvania without this police. It is military despotism. Every industrial State in the union has been talking about establishing them. This book (The American Cossack) has been sent out by the thousands, and every word is true. Here is a book that Captain Groome wrote in answer to my book, and it is lame, flabby and untruthful, and shows the character of the man himself, who is at the head of these police. The book, in part, says, "Eleven letters were written to James H. Maurer, at his request, in 1910 and 1911, just after he had been elected to the State Legislature on the Socialist ticket. Although these rambling letters contain unsubstantiated and absurd charges against the State Police Force, they are signed by such well-known American citizens as F. Fagan and some other foreign names that are hard to pronounce." This shows that he is prejudiced against foreigners, because the Cossack Book is full of other names of Congressmen and Legislators with American and Irish names, and he don't mention any of them, but he picks these few, these names which are foreign. Those are the poor fellows that were brought in by the coal companies to undermine the Germans, Irish and Americans, and he casts that kind of a reflection upon them. He further says:

"I presume then the author of the American Cossack wishes, that Pennsylvania may return to the old, peaceful conditions, he is referring to the Molly Maguire reign of terror in the '70s."

It is very evident that Mr. Groome doesn't understand the history of Molly Maguire.

COMMISSIONER WEINSTOCK: You said, Mr. Maurer, that the State police received $75.00 a month?

MR. MAURER: Yes, sir.

COMMISSIONER WEINSTOCK: Does that include his uniform and his living, or must that all come out?

MR. MAURER: He gets his uniform, and he has a horse and horse feed, his equipment complete, but he has to furnish his own food.

COMMISSIONER WEINSTOCK: Do you know whether many of them are married men?

MR. MAURER: At the present time, not many. They have, in the past, discriminated against the married men, but there was a bill introduced in the Senate, by Senator Snyder, and the Senate passed it. It is now in the House and provides there shall be no discrimination against a trooper because he is a married man.

COMMISSIONER WEINSTOCK: You say that you and the State Federation of Labor are opposed to the State constabulary?

MR. MAURER: Yes, sir.

COMMISSIONER WEINSTOCK: Are you also opposed to the National Guards?

MR. MAURER: Well, to tell you the truth, all organized labor is opposed to the National Guards. In the past, it has been opposed.

COMMISSIONER WEINSTOCK: Now, are we to understand that as you know the situation, that if organized labor had its way, it would wipe out the National Guards?

MR. MAUER: There is not much to wipe out any more, in our State—poor, little, tin soldiers that they are. I cannot help but pity the poor creatures when I look at them.

COMMISSIONER WEINSTOCK: May I ask you to answer my question?

MR. MAURER: Yes, sir, if I had my way about it, my dear sir, there would not be a soldier on earth. I think it is a disgrace to our Twentieth Century civilization that we are still at each others throats, murdering each other.

COMMISSIONER WEINSTOCK: How would you protect life and property from the lawless?

MR. MAURER: Quit oppressing people, and they will be peaceful. People that are not robbed never revolt.

COMMISSIONER WEINSTOCK: Then you don't believe there are such things as criminals?

MR. MAURER: Oh, yes, sure.

COMMISSIONER WEINSTOCK: How would you protect yourself against the criminals?

MR. MAURER: Oh, the criminal? Well, the criminal that we don't apprehend, it's difficult to protect against, you cannot bother with him because we cannot catch him, but the fellow we catch, he is too dumb to be even a criminal, and that is why we catch him, he don't have the qualifications of even a criminal.

COMMISSIONER WEINSTOCK: I don't suppose you profess ignorance of the fact that in labor troubles labor representatives do violate law and resort to crime and blow up houses and bridges, and how would you protect the employer and his property against conditions of that sort?

MR. MAURER: You have reference to the Structural Iron Workers?

COMMISSIONER WEINSTOCK: Yes, sir.

MR. MAURER: That is a condition entirely different. The ones responsible for that condition were the employers or those who exploit labor. Certain witnesses advocated here, today, we heard them, testimony favorable to no organization, that they believe in dealing with the individual, and they teach that way; that is the theory of the individualist, that he can work out his own destiny. The McNamaras were strict individualists, they believed in individualism and not in political action; they believed they could do as they pleased. Force was used aganst them, and they used the same weapons.

COMMISSIONER WEINSTOCK: If you were an employer, how would you protect yourself against the McNamaras?

MR. MAURER: If I was an employer I would be like any other, if I expected to succeed in business.

COMMISSIONER WEINSTOCK: Please answer my question. If you were an employer, how would you protect yourself against the McNamaras?

MR. MAURER: I told you I would be like most any other employer.

COMMISSIONER WEINSTOCK: How would you protect yourself if they came and blew up your property?

MR. MAURER: They would blow it up, I couldn't stop it. I don't know that I would do anything else than what the other men are doing now; I would try to protect my own interests. The individual is not to be blamed, you must get the system and not the individual.

COMMISSIONER WEINSTOCK: If you were an employer, and you had a dispute with your workers and you could not agree with them, and they blew up your premises, and killed a lot of innocent people, or try to prevent a repetition of those circumstances?

MR. MAURER: I might answer you, if I cared to, that if I was an employer, I would not have such conditions.

COMMISSIONER WEINSTOCK: Suppose the workers asked what you felt was an unjust demand, and a thing that you could not meet at all, you know that workers are sometimes human and are made out of the same sort of clay as the rest of us, and they are as likely to be as unreasonable as employers; suppose the employe asked what you thought was an impossibility, an unfair and unjust position, could you submit or not?

MR. MAURER: If I thought it was impossible, I could not do it.

COMMISSIONER WEINSTOCK: You could not agree with your workers then?

MR. MAURER: No, sir.

COMMISSIONER WEINSTOCK: Suppose they resorted to violence?

MR. MAURER: I never knew of one yet that did, unless they were goaded on by the men that wanted them to do violence.

COMMISSIONER WEINSTOCK: You, yourself, cited the McNamara case.

MR. MAURER: I am not satisfied yet, and no one has yet convinced me but what there is a story yet to be told in that case.

COMMISSIONER WEINSTOCK: If the story is yet to be told, then all the facts brought out in the court, that these men were trying to establish the closed shop, and failing to do it, they resorted to violence?

MR. MAURER: If you belonged to any organization long enough you would know what we had to contend with. There is not a union of any importance without spies of the employer of some kind in it, to spy on them. You were told yesterday how they, the employers, had their spies and Pinkertons, on their pay-roll, running into the hundreds of thousands of dollars; they told you that. What do you think these spies are doing, sitting around hotels? *No, they are in our unions, doing what you are charging against the McNamaras.*

COMMISSIONER WEINSTOCK: Blowing up houses and killing innocent people?

MR. MAURER: Just as I told you, that they were doing at Hazleton, trying to incite men to riot. The strikers, nor any labor union I ever knew, tried to incite men to violence or disorder, because that is just what we do not want to do. We want order, therein lies our strength.

COMMISSIONER WEINSTOCK: Your position is that labor never resorts to violence?

MR. MAURER: No, sir; I did not say never.

COMMISSIONER WEINSTOCK: Perhaps I misunderstood you. I wish you would read the last question?

(Question read by reporter.)

COMMISSIONER WEINSTOCK: You take the position that they do not resort to violence, or do not incite violence?

MR. MAURER: I did not say never. I mean, we do not incite men to violence, that is from an aggressive point of view. Assuming that we were situated like the workers were out in Colorado, where they shot down families, burned their homes and smothered their women and babies, would I recommend that we fight? I guess I would, fight to the last ditch, indeed, I would. And I would advise to shoot any man that would not fight, that is my idea, and you have my idea exactly.

COMMISSIONER WEINSTOCK: Now, in summing up

your position, then, it is substantially this, that speaking as I take it, you do speak for organized labor in your State, you would be opposed to the State constabulary, you would be opposed to the State Militia, you would afford the employer practically no protection against violence on the part of strikers, and you would simply force him to work out his own destiny in his own way?

MR. MAURER: I would force him to be decent. In New York they don't have the constabulary, or in Jersey.

COMMISSIONER HARRIMAN: They are trying to get it.

MR. MAURER: I know they are, and in Virginia they want it, and in every other industrial State. Why? Because they have more violence in those States or more disorder or bloodshed than in my State? No, they have less.

COMMISSIONER WEINSTOCK: What is your attitude when the Federal troops are called into a situation like in Colorado?

MR. MAURER: We had them in Reading, one time, in 1877, the Federal troops were a different proposition in our case than what they were in Colorado. They simply come and maintain law and order and that is all there was to it; we have no objection to that, that is what we want.

COMMISSIONER O'CONNELL: They were not used as strike-breakers?

MR. MAURER: No, sir; in 1902, in our coal strike, the State Militia was there, and that was the last time they served on strike duty. The greater part of the State Militia were composed of working men, who, when the strike was over, had to go back to the factories and to their work again. The strike lasted six months, it was too long, and the militia was there by the thousands, and there was no one shot or killed, or beaten by them. That was the trouble. The militia and the strikers got on good terms, and played ball together, and cards together, in the park under the shade trees. I have, myself, gone out early in the morning with the picket. The soldiers were complaining they were starving, and could get nothing to eat, and the folks at home were reading the newspapers and noticed where their boys were starving; some of them packed up big cases of angel food and sent it to the soldiers at the front, and the soldiers packed up their other rations that the State paid for and put it in boxes, and ate the good food, and if there was any left over, they put it in the box, and in the morning you could see the miners and their wives and children going to the soldiers' camp, and the men would stay outside for fear some officer might catch them, and the women and children would go in, thinking they would be more lenient if they caught the women and children, and they would come out with these boxes and food, and the coal barons found out that the soldiers were feeding the strikers, and that was an awful way to break a strike. There was not any disorder, and we had no fault to find with them.

COMMISSIONER WEINSTOCK: They were National Guard men?

MR. MAURER: They were State Guards. That was the first time they behaved that way. The organized unions have, for years, in Pennsylvania, not allowed a member of a National Guard to join, and the criticism that was heaped upon them had its effect in time, and they had become decent. That is what instilled the idea of the constabulary into the minds of the operators, and the next legislature, following that, they came in with this bill that I just gave you. They wanted a militia that could be used the way they wanted it used. Members of the do-no-work. They don't know our sufferings, our ills and ailments like the State Guards do. They are excellent shots and horsemen, they can ride the wildest kind of horses, they are splendid horsemen and physically, I dare say, they are the best men we have in the country. They are the choice of the country, physically, and many are mentally splendid fellows; we have nothing against them, personally, but some are renegades of the worst type also.

COMMISSONER WEINSTOCK: The question has been suggested, how do you reconcile your last statement with your first statement that they were sons of degenerates?

MR. MAURER: I didn't say sons of degenerates, but that some are degenerates in their drinking and carousing and their low-down character, foul-mouthed, they are the kind of men that you would not want to associate with, and neither would I.

COMMISSIONER O'CONNELL: Is the constabulary looked upon in the State as being an organization for breaking strikes?

MR. MAURER: They, the department, don't admit that.

COMMISSIONER O'CONNELL: Is that the general impression in the State?

MR. MAURER: Yes, sir.

COMMISSIONER O'CONNELL: Is it not the opinion of these men that they are employed for that purpose, and that this country patrolling that they do, or policing that they do, is merely incidental to their employment?

MR. MAURER: Yes, sir.

COMMISSIONER O'CONNELL: That they are only in active service when on a strike?

MR. MAURER: That is partially correct, but they really do patrolling duty in rural districts. They get acquainted with the immediate country surrounding the barracks, at an industrial center.

COMMISSIONER O'CONNELL: That is incidental to what they imagine they are when they are in regular service?

MR. MAURER: Yes, sir.

COMMISSIONER O'CONNELL: Their real, active work is breaking strikes?

MR. MAURER: I was in the barracks one day, and they were practicing; they came down a company front, about forty horsemen, and they would stop suddenly, and the horses would rear up, and I asked what was the nature of that drill, and they said that it is to stampede a mob. I said, what do you mean by a mob, and they said a riot of men assembled, or a strike and that they would want to come down all at once and scare them and they would run away, and I said, they might run into them, and they said, "What of that?"

COMMISSIONER GARRETSON: You expressed part of an opinion a while ago, and I would like to have the rest of it. It was put up to you as a deadly sin to dynamite a house or destroy it. Do you believe it is a more deadly sin to destroy a house than to destroy a man's future?

MR. MAURER: I would rather destroy a good many houses before I destroy a man's future. With me, life comes first and property second.

COMMISSIONER GARRETSON: It has been suggested that in destroying houses, you might destroy innocent people, in destroying a future, don't you destroy other innocent lives that are connected with that life, blight the future of other lives?

MR. MAURER: I cannot say that I just grasp your meaning——

COMMISSIONER GARRETSON (interrupting): I mean the future of a man. I am talking about in the moral sense. Is it a moral crime to blight a man's future?

MR. MAURER: I would think it was.

COMMISSIONER GARRETSON: And, at the same time, would you not blight unfortunate, innocent people that were depending upon him, to a certain degree?

MR. MAURER: You would.

COMMISSIONER WEINSTOCK: You stated that you believed, and organized labor likewise believes in law and order?

MR. MAURER: Yes, sir.

COMMISSIONER WEINSTOCK: Do you, and I, understand what that means alike, I wonder? My conception of being and desiring law and order is first of all to be a law-abiding citizen. Have you the same conception of what law and order stands for?

MR. MAURER: Law-abiding? If you could see some of the laws that we are making in Pennsylvania, you would not know when you were law-abiding, or not.

COMMISSIONER WEINSTOCK: What do you mean by law and order then? Please explain to us what you mean by desiring law and order?

MR. MAURER: Law and order is what a man knows of law without requiring a statute book to tell him. The moral law as the average man understands it, and when I say man, I mean men and women, is to do right toward a fellow-man, which is to do unto the other fellow as you feel he should do to you, to do no one harm, to do no wrong, to do otherwise would be unlawful.

COMMISSIONER WEINSTOCK: Would you consider me a law-abiding citizen if I was guided by my own interpretation of the law and would do what I thought was right regardless of the law?

MR. MAURER: Yes, sir; provided you did not work an an injury to someone else?

COMMISSIONER WEINSTOCK: Supposing it did work an injury to someone else?

MR. MAURER: Then you would be breaking a moral law, by taking advantage of another man's right.

COMMISSIONER WEINSTOCK: Then I gather that the proper machinery to determine whether or not I am invading some other man's right is our courts, the machinery established by you and me and the rest of us to determine those points?

MR. MAURER: Yes, sir.

COMMISSIONER WEINSTOCK: If I take that law into my own hands and say I propose to be the sole judge of what is right and wrong to my fellows, I become a law-breaker?

MR. MAURER: You certainly do.

COMMISSIONER WEINSTOCK: In answer to Mr. Garretson's question as to whether you considered a house of more value than a man's future, and you said, I think correctly, that you considered a man's future as of more value than the house, but if that house contained a lot of innocent people——

MR. MAURER: That is a different kind of a house now.

COMMISSIONER WEINSTOCK: And that is the kind of a house I had in mind. If I then saw fit, acting on my own judgment, and doing what I thought was right, regardless of the law, and blew up the house, I would no longer be a law-abiding citizen?

MR. MAURER: You certainly would not, because you have taken a right that belonged to another, which would not be right.

COMMISSIONER GARRETSON: Was one, G. Washington, in 1776, a law-abiding citizen?

MR. MAURER: George Washington? The only way to explain that is since the Revolution was a success, he was, in the eyes of American society, a strictly law-abiding citizen; but if it had been a failure, he would not have been.

COMMISSIONER GARRETSON: He abided by law that did not exist and broke a law that did exist?

MR. MAURER: Yes, sir. The moral law of right and might against wrong by legal enactment.

CHAIRMAN WALSH: We will now adjourn until tomorrow morning at ten o'clock.

Whereupon, the Commission on this Thursday, May 6, 1915, adjourned until Friday, May 7, 1915, at 10:00 o'clock in the forenoon.

PART THREE

Report of the Massachusetts Special Commission on Constabulary and State Police (*a*)

MEMBERS OF THE COMMISSION
(Appointed by Gov. McCall, July 5th, 1916.)

WALTON A. GREEN, Chairman,
Editor and Publisher of "Boston Journal."
RUSSELL B. LOWE, Manufacturer,
D. CHAUNCEY BREWER, Lawyer.

SUMMARY OF RECOMMENDATIONS

The establishment of a State-wide Police System embracing every police activity in the Commonwealth, under the authority of a State Commissioner of Police. The Commissioner to appoint not more than five (5) Deputy Commissioners; each Deputy Commissioner to have charge, under the Commissioner, of some special branch or department of police work common to the entire State.

The State to be divided into five administrative districts, each in charge of a District Commissioner resident in the district, and appointable by the State Commissioner. Function of District Commissioners to be supervisory connecting links between State and local authorities. Function of Deputy Commissioners to be personal departmental assistants with duties in the State at large.

The District Police to be abolished, its Detective Division and other police functions taken over by the State Commissioner of Police, and its inspectorial duties transferred to the existing State department or departments best fitted to handle them.

Metropolitan Park Police to be continued under administration of Metropolitan Park Commission, but subject to authority of State Commissioner of Police.

All city and town police and police chiefs, appointable by local authority as at present, but subject to approval and removal by State Commissioner under Civil Service rules.

All police in all cities and towns to be placed under Civil Service.

Police Commissioner of Boston to be ex-officio District Commissioner also of one of the five State divisions to be known as "The Metropolitan District" and to comprise Boston and the adjacent territory now known as the Metropolitan District.

Police Commission of Fall River to be relieved of its police duties, but to continue its handling of excise matters. Police head and other officials to be appointed by mayor or city government, subject to approval of State Commissioner as in case of all other cities and towns.

Militia to be relieved of the usual strike, strike-riot, and other police work to which it is now liable, and to be subject hereafter for internal State service only upon call of the Governor in time of grave public danger.

Police duties of which the militia is relieved to be undertaken by an organization of mounted and unmounted policemen, to be designated by the State Commissioner of Police from ranks of city policemen now in active service, but to remain in respective cities until called for emergency service.

Summer camp to be established for two weeks' annual training of city police as above, and for such other detachments as Commissioner may elect.

The gradual development of an automobile and motor cycle rural patrol, whose principal function shall be the patrolling of highways, the enforcement of automobile laws, the protection of thinly populated sections, and the prevention and prosecution of rural crime in co-operation with local authorities.

(*a*). This report was submitted to the Massachusetts Legislature in January, 1917.

To the Honorable, the Senate and House of Representatives:

Pursuant to the provisions of Chapter 92 of the Resolves of 1916, the Special Commission on a State Constabulary has the honor to submit the accompanying report. The text of the Resolution under which the Board acted is as follows:

(Chap. 92.)

Resolve to provide for an investigation by a special board relative to the establishment of a State Constabulary or police force which would relieve the militia of police duty.

Resolved, That a board of three persons shall be appointed by the governor to investigate the matter of reorganizing the district police and of establishing a State Constabulary or police force which would relieve the militia of the Commonwealth from all police duty. The board shall report upon the feasibility, expediency and cost of establishing such a State force, or of reorganizing the district police, and shall report to the General Court not later than the second Wednesday in January, nineteen hundred and seventeen, with drafts or such legislation, if any, as the board may deem expedient. The members of the board shall serve without compensation, but shall be allowed for clerical assistance and for necessary expenses such a sum, not exceeding one thousand dollars, as shall be approved by the Governor and council. (Approved May 16, 1916.)

SCOPE OF THE INVESTIGATION.

Though specifically charged only with the duty of investigating the district police and reporting upon the desirability of the formation of a constabulary or other police force, to relieve the militia of police duty, it early became apparent to the Commission that a comprehensive understanding of these questions demanded a review of the functions and inter-relation of all the police forces of the State.

The Commission has therefore conducted its research in a somewhat broad manner; with such varying degrees of thoroughness as was demanded in each instance, it has surveyed the workings of all organizations directly or indirectly concerned with the preservation of the public peace; these organizations are as follows:

The Police of Boston and Fall River.
The Police of all other cities and towns.
The Militia (when used for police duty.)
The State Board of Conciliation and Arbitration.

The Commission has had the benefit of the experience and advice of many prominent police officials and militia officers. At its hearings have appeared noted educators, labor representatives, manufacturers and lawyers. It has been in correspondence with the foremost police heads of other States and cities, and with labor leaders of national repute.

ANALYSIS OF CONDITIONS IN MASSACHUSETTS.

It may be stated at the outset that there is neither existent, nor imminent, any acute crisis in this Commonwealth which calls for emergency imposition of added police force; industrial unrest is on the increase, but appears to be accompanied by a growing tendency to arbitrated and peaceful adjustment. The State Board of Arbitration reports a decreasing number of strikes.

RURAL CRIME.

Twenty years ago Massachusetts still boasted a considerable rural population; but with the decline of New England's agricultural importance has come an abandonment of the farm. The farmer has moved to the town, and the townsman to the city. Though population has increased, the increase has added only to the city population; the population of Massachusetts has concentrated and urbanized itself, and the prosperous farm, with its many harvest hands, is a thing of the past. Due to this decrease in the number of citizens to be protected, has come an inevitable slackening of police protection, so that the rural districts of Massachusetts are today unsafer to live in than they were two decades ago.

To this condition of sparse population and semi-deserted farms, is now added the recent development of an enormous automobile traffic which radiates over splendid highways from all the large cities and towns of the State. By far the greater number of crimes committed in the country are perpetrated by city criminals; the city crook hires a car, does his job in the country where the local police are often well-nigh helpless, returns to the city and is lost to the law. The automobile has annihilated distance as a crime preventive, and has reduced to a minimum the effectiveness of police protection in thinly populated sections.

The Commission feels that the question of rural police protection should be given an important place in any scheme of police organization which it may please the Legislature to adopt.

PRESENT METHOD OF HANDLING PRESENT CONDITIONS.

Having touched upon some of the social and industrial conditions existing in the State, it is in order to review the methods by which these conditions are met.

There are in Massachusetts today five distinct agencies of government which exercise the police authority. They are:

I. The Police of Boston and Fall River (State controlled.)
II. The Metropolitan Park Police (State controlled.)
III. Municipal Police of Cities and Towns (Locally controlled.)
IV. District Police (State controlled.)
V. Militia (State controlled.)

Concerning the first two classifications, little need be said at this point, beyond remarking that the efficiency and the freedom from politics, of the Boston Police and the Metropolitan Park Police is probably due to State management more than to any other one factor; considered as separate agencies. these State organizations perform their work intelligently, economically and impartially.

With the municipal police of the cities and towns other than Boston and Fall River, the case is otherwise. While the intelligence and efficiency of many of the local organizations is excellent, while it cannot be charged that waste, mismanagement and political influence are predominant characteristics of our municipal police systems, yet it is true that many of our cities and towns are far from free of these administrative vices. Many of the towns themselves have become so inured to conditions, that they fail to apprehend the shortcomings of their own police departments; that they especially fail to appreciate that these shortcomings are seldom chargeable to the police force itself, but are inherent in the system, constituting a burden of local political pressure which the local police officials are themselves the first to rebel against.

The Commission has interviewed many police officials of the smaller cities and towns; it believes that the police affairs of these cities and towns are in the hands of exceptionally able men—men imbued with an admirable and singleminded devotion to the business of police work, but too often professionally handicapped by the pressure of locally dominant political or personal factions.

A second defect in our present system of town policing, is concerned with rural and automobile crime referred to above. The police forces of very many towns are unable,

by reason of shortage of numbers and lack of rapid transportation, to exercise proper supervision and control except in the towns themselves. The natural result, as has been said, is the existence of large areas which are wholly unpatrolled and without police protection.

A third defect in the present town police work is found in the absence of a uniform interurban or inter-departmental system for the recognition, detection and apprehension of criminals. Much of the small-town and country crime is conceived in the large city and committed in the country; the small-town police officer must run his man down in the city, and to do this he must have rapid communication, no red tape and instant co-operation from the police of the larger cities. At present there is plenty of informal co-operation, but no scientific co-ordination of parallel effort, and no standardization of methods of communication, apprehension and requisition. All this results in duplication of effort, with a loss of time, money and criminals.

There are many other minor disabilities in our municipal police systems, but the Commission feels that it has sufficiently indicated the more notable shortcomings.

THE DISTRICT POLICE.

The so-called District, or State Police, is beyond doubt the weakest and most inefficient unit among the police organizations of the Commonwealth. The Commission desires to qualify this statement only by saying that the District Police is far less inefficient than it used to be; and that, in any event, its shortcomings are not chargeable to its officers and personnel, but to the heterogeneous character of the duties which it has been forced to undertake. Designed doubtless originally as a police body, successive Legislatures have rendered it a catch-all for a variety of inspectorial and inquisitorial duties which have virtually submerged its police functions to the vanishing point. It is true that the Legislature of 1913 relieved it of factory inspection, but its diversity of designated activities is still so great as to be impossible of performance by a body of such limited size.

Among the duties of the State Police are the following:

Inspection of boilers, air-brakes and compressors.
Inspection and licensing of theatres, et cetera.
Disposition of confiscated liquors and weapons.
Passing upon all entertainments to be held on Sunday.
Passing upon all moving-picture houses and exhibitions and licensing of picture-machine operators.
Investigation of all fires in Boston and all fires of unknown origin throughout the State.
Enforcement of State laws as to use, manufacture, storage and transportation of explosives, inflammables, fireworks, et cetera.
Enforcement of Fishing Laws of Massachusetts.
Enforcement of all State Laws as to rivers, harbors, motorboats, fishing, lobstering, et cetera, et cetera.
Examination and licensing of engineers and firemen.
Examination and licensing of certain classes of elevator and hoisting machine operators.

Add to the list of work the somewhat broad duty of "enforcement of the criminal laws of the Commonwealth, including the detection, arrest and prosecution of criminals"—and on top of that add the fact that the force is subject to call by the Governor for police or riot duty—and it is not to be wondered at that the District Police performs none of its duties either thoroughly or economically. No force of approximately one hundred and twenty-five officers and men could handle effectively more than a tenth part of such diversified and highly specialized work. Some of the work requires trained policemen. Some of the work requires expert engineers, some of it chemists, some of it piscatorialists, and some of it dramatic critics; the State has only itself to blame for loading upon a police force a hodge-podge of duties which actually promotes superficiality and prevents the development of any real efficiency.

The Commission recommends that the District Police be abolished, its inspectorial duties assumed by existing State commissions, and its police functions taken over in accordance with the plan hereinafter to be outlined.

THE MILITIA.

The last organization to be examined in its relation to its exercise of the police power, is the State Militia.

During the past few years the public mind has been increasingly concerned with the use of militia for ordinary police work, and the interest in this subject manifested at the public hearings held by the Commission was second only to the interest aroused by discussion of the creation of a mounted constabulary. On these two subjects the Commission has heard men representing every shade of political and social belief; the opinions received have been weighed and analyzed, and an earnest effort made to treat the subject exhaustively and comprehensively.

The problem separates itself into three main heads:

I. Shall the militia be relieved of so-called strike and strike-riot duty?

II. If so, shall a mounted constabulary be created to fill the vacancy thus caused?

III. If a mounted constabulary shall be deemed inexpedient, what force, if any, shall take the place of the militia?

Since any discussion of the second and third questions is dependent upon an affirmative answer to the first question, it is advisable to deal with that at some length.

The objections commonly urged against the use of the militia in strike duty and riot duty fall under two main heads;

(A) The effects of such work upon the militia.

(B) The effects of such work upon the rioters.

As to (A): The Commission is of opinion that the subjective effect on the militia of liability to strike and riot duty is bad. The strong concensus of opinion among militia officers holds that such service is a deterrent to enlistment because it is extra-military in character, and because it makes unfair and unnecessary exactions upon the time of the professional men and wage earners who constitute the bulk of the enlisted personnel.

As to (B): The objections of the wage earner to the use of militia in strike or strike-riot duty are logical and not without force. There is first of all a vague general feeling that the use of militia in labor disturbances is very often capitalistic—in other words, that militia is used not only to keep the peace (which is impartial and proper) but also at times to assist, at least negatively, in breaking orderly strikes (which is partial and improper.) Added to this understandable class suspicion is the concrete apprehension that worker may be arrayed against worker. A given man, Jones, may be quite willing to join the militia to fight for his country, but he doesn't want to enter an organization where he may be called upon at a moment's notice to shoot Brown, who works at the machine next to him. From the purely selfish point of view of the State (which must be presumed to have an interest in the encouragement of militia volunteering) it is obvious that the necessity of performing strike duty is an appreciable bar to recruiting.

But there are other, and even more fundamental objections than those which have been cited. These objections have to do with the difference of purpose involved in the training of soldiers and of policemen. The military characteristics of discipline, drill, uniforming and arming which are common to both soldiers and policemen, are superficial similarities; the differences of purpose in the training of the two is a fundamental variation.

Broadly speaking, a soldier is trained to kill—a policeman is trained to preserve life and law. The primary function of the soldier is to fight for his sovereign State against the soldiers of another sovereign State. His whole habit

of mind should be, and is, trained to a strong antagonism against the individuals with whom he is coping. Quite the opposite is true of the modern police officer; he is trained —not to kill, but to preserve life—not to be antagonistic, but to be sympathetic—to use a minimum of force to accomplish a given purpose, rather than to use a maximum of force with the intent to injure or destroy.

Hand in hand with this essential difference of purpose goes a difference of arms and equipment. The police officer, mounted and afoot, carries firearms; but they are not ostentatiously displayed. They are used only in extremes, and the soft wooden baton is the usual instrument of pacification. But the militiaman's arm is his rifle, with which, in ninety-nine cases out of a hundred, he is overarmed, and his weapon acts chiefly as an irritant to the fighting instinct in a mob. Carrying a rifle, he cannot make an effective arrest; discarding it, he may in turn be mobbed. The militiaman, by reason of his training and equipment, uses either too much or too little force. It is difficult to say which of the following instances furnishes the better illustration of the worthlessness of the militia in strike work—the case of the New Hampshire militiaman who plunged a bayonet into the stomach of a woman strike sympathizer, or the case of the Philadelphia guardsman in the car strike who had his rifle taken away and his uniform stripped from his body. You can't make a professional policeman out of an amateur soldier.

So much for the militiaman in the role of a single patrolling officer. When individual militiamen are gathered together to act as military units in platoons or companies the results are no better. One discovers the same defects of training, temperament and equipment, the same inability to graduate the amount of force employed to the end in view, the same tendency to use too much or too little force. In the handling of crowds, in the dispersion of mobs, in the patrolling of strikes—in all the ordinary and usual cases of civil disturbance (short or armed insurrection) from whatever cause arising, the use of the militia fails to furnish a sufficiently flexible agency for the preservation of law and order.

The conclusion is that the militia is unfit to perform the kind of police work which it is usually called upon to perform, and that it should be relieved of this work forthwith. But relief means postponement—not total exemption from any possible internal military duty. It is, of course, unthinkable that any sovereign State should divest itself of the right to use its own soldiery in the suppression of internal disorder of a grave character. There are conceivable conditions of widespread railroad strikes, conditions of conflagrations, riot and anarchy of such proportions as to be beyond the power of any police or constabulary to handle. When any civil disturbance attains the proportions of insurrection or anarchy, or when the safety or integrity of the civil government is threatened, then the militia must be called upon just as federal soldiers would be, and the State must be prepared to protect itself in the future just as it has done in the past. But between the sort of petty and unmilitary policing which is now the common lot of the militiamen, and the semi-military conditions predicted above, there is a very wide gap; and it is to the far side of this gap that the domestic work of the militia should be postponed.

The Commission recommends that the Massachusetts Militia be relieved of the ordinary riot, strike, strike-riot, and police work to which it is now liable; and that hereafter the militia be subject only to the call of the Governor for military duty in times of great public emergency.

SUBSTITUTES FOR MILITIA IN POLICE WORK.

Should the militia be relieved of its police work under the conditions and in the manner outlined in the last section, it will become necessary to organize or create a body of men to fill the gap thus occasioned. In the discussion which has arisen as to the best method of supplying police protection in these circumstances, two distinct and radically different schools of opinion have developed. Both classes of opinion agree that the use of the militia should be discontinued, but that point marks the end of agreement. It will perhaps be best to outline without comment the arguments advanced by each side, so that the division in public opinion may be clear.

The first class of opinion favors the immediate creation of a State constabulary patterned after the mounted police of Pennsylvania. Among the adherents of this plan were found practically every one of the lawyers, business men, manufacturers, educators, militia officers and State officials who appeared before the Commission. The other class of opinion holds that any civil or labor disturbance may safely be left to the existing city and town police, and that the most that could possibly be needed would be an interterritorial arrangement for the rapid transfer of police officers. Among the adherents of the latter plan were found most of the wage-earning class, the representatives of organized labor, the socialists and a few individual police officials of the smaller towns.

The arguments **for** a Constabulary are somewhat as follows:

"The occasional outbreak of civil disorder and riot, whether "arising from conflicts between capital and labor or from "any other cause, demands a highly trained force, skilled "in the handling of crowds and versed in mob-psychology: "this force should be trained and officered in military fash"ion, to the end that it may possess the soldierly qualities "of obedience, discipline and forbearance. It should com"bine some of the characteristics of the policeman with "some of the well-drilled teamwork and mobility of the "military unit. It should be mounted, because the psycho"logical reaction of half a dozen mounted men on a street "mob is superior to that of a whole company of infantry; "mounted men can control a mob better and at any time "inflict less physical harm than men on foot. None of the "desirable characteristics enumerated are possessed in any "marked degree by either the militia or the present type of "police; but all these qualities are found in a mounted con"stabulary. The Pennsylvania constabulary has proved a "marked success, and is giving increasing satisfaction, "probably less because of its salutary offices in times of "labor disturbance, than for its splendidly efficient routine "patrol work in the rural and mountain regions, and for its "admirable record in the prevention and detection of isola"ted crime and the capture and prosecution of individual "criminals. Since the constabulary has made itself indis"pensable in Pennsylvania there is every reason to believe "that Massachusetts would be equally benefited by the "presence of such a force. Though conflicts between labor "and capital in Massachusetts are not comparable either in "magnitude or in bitterness with those in Pennsylvania, "yet it is true that Massachusetts today receives a larger "proportion of foreign born inhabitants than any other "State in the Union. And the percentage of illiterates "and non-English speaking aliens in our mill-towns is cor"respondingly high. It is the existence of these little rec"ognized facts which renders it highly desirable that "Massachusetts provide itself with a force capable of a "firm but sympathetic handling of such emergencies as may "arise."

The arguments **against** a Constabulary may be summarized as follows: "Organized labor as a class is law abiding "and law respecting. Its leaders and representatives neither "encourage nor countenance resorts to force or vio"lence in the conduct of strikes. But labor leaders admit "frankly that the hot-headed element in every strike-crowd "is bound to break loose once in a while; and they are "equally frank in recognizing that when this does occur,

Note—See page 203 as to disposition of individuals and departments of present District police.

"it becomes the immediate business of society to suppress "the disorder by the use of police force. But the force "employed should not be military in character, should not "be aggressively over-adequate to the result accomplished, "and should be preventive and suppressive rather than "punitive. In other words, the force employed should be "exercised by ordinary policemen, mounted or unmounted "as occasion may demand, but in any event, by policemen "whose everyday experience is in the handling of refrac"tory individuals or excitable crowds. Such a force can "readily be recruited from the existing organizations of "the Massachusetts police.

"While it is true that a mounted band such as the Penn"sylvania constabulary does much ordinary police work, "yet it does that work in a military manner and not in a "police manner. Its arms and its equipment are ostenta"tiously martial; its methods are ruthlessly military and "needlessly harsh. Its very presence during labor con"flicts is more often provacative than otherwise, because "its purpose is not merely to preserve the peace but to "end the strike as well. No matter what may be proved in "respect of the large amount of useful non-strike work "that these men perform, yet this non-strike work is only "collateral to their main function. In the last analysis, the "main function and chief purpose of a mounted State con"stabulary is to act as a coercive and intimidative weapon "of the capitalists in their conflicts with labor. They are "strike-breakers—not peace makers; they are soldiers—not "policemen, and as such, they have no place in an orderly "scheme of police protection for a democratic American "State."

After carefully weighing the arguments and opinions advanced by both parties to this discussion, the Commission has come to the conclusion that neither side is wholly right nor wholly wrong. It is obvious that the extremists among the employer class desire a compact and aggressive military body, capable of the instant and forceful suppression of any conceivable civil disturbance short of revolution; it is equally obvious that the extremists among the socialists and labor element regard with hostility the creation of an additional police power in the State, if such addition assumes any characteristics of the military.

The Commission believes that the true solution of this problem lies halfway between the two opinions which have been advanced. Its solution has been arrived at through the affirmative process of seeking answers to the following questions:

> **First**—"What are the social, the industrial and the geographic conditions now existing in this State? and what will be the most efficient and economical way of meeting these conditions if the militia be relieved of its police duties?"
>
> **Second**—"What are the desirable elements in a constabulary which may profitably be imitated in a police force designed for the occasional handling of crowds?"

With these questions in mind, a study has been made of the Pennsylvania constabulary and of the reasons for the bitter diversity of opinion concerning the desirability of the system.

Most of labor's objections to the Pennsylvania constabulary have been enumerated above. Notwithstanding these objections, the fact remains that the Pennsylvania constabulary is all, or nearly all, that is claimed for it by its advocates. It is a splendidly disciplined body of trained soldier-policemen, which performs its work with impartiality, courage and devotion. The constabulary patrols a vast area of mountainous country which is practically inaccessible except to mounted men, and acts as fire, game and excise wardens. This service performed, together with its record in the capture and conviction of individual malefactors of all sorts, is probably alone enough to justify its existence in that State. It is difficult to secure an unbiased opinion on the work of this constabulary in strikes and riots; but, from internal evidence, there is good reason to believe that labor's charges of cruelty, oppression and high-handedness are highly-colored, exaggerated, and not infrequently inspired by a distaste for the somewhat ruthless efficiency for which the force is noted.

The efficacy of any mounted constabulary is measured in part only by the fact that a body of mounted men is an effective police force when it has reached any given scene of trouble. The other, and perhaps the greater part of its availability, is determined by the physical character of the country in which it operates and through which it must be transported in time of disorder. The Pennsylvania constabulary is patterned somewhat on the Canadian North-West Mounted Police; and where the Pennsylvania constabulary reaches its highest degree of availability and efficiency is in those regions of the State whose physical characteristics most closely approximate the long distances and the rough going of the Canadian Northwest. There are in Pennsylvania great areas of sparsely settled territory with indifferent roads and trails. These areas must be patrolled and protected—which can only be done effectively by the use of mounted men.

Massachusetts likewise stands in need of rural patrol and police protection; but here the resemblance to Pennsylvania ceases. Massachusetts is dissimilar geographically; it is practically non-mountainous, and even its remote rural districts are covered with a network of splendid highways, excellent roads and good lanes—practically all of them passable for automobiles or motor-cycles. To put the matter in another way, it might be estimated that horses would be best for 90 per cent. of the work of the Pennsylvania police, whereas automobiles and motor-cycles would be best for 90 per cent. of the rural police work of Massachusetts.

Again broadly speaking, more than 95 per cent. of Massachusetts rural police work would consist of country policing in co-operation with local town police officers; and probably less than 5 per cent. would consist of occasional strike or riot duty. Therefore a force designed to give a maximum of useful service to Massachusetts should be planned with an eye to the character of the bulk of its routine work, as well as with regard to its capability when coping with mob-crowds.

Thus far our consideration of the mounted constabulary plan has been directed to an examination of the intrinsic qualities of such a body, and of the geographic characteristics of the country in which it operates. There remains the broad question of the hostility of organized labor to the creation of such a force. Some of this hostility doubtless has its source in grievances which are partly real and partly imaginary. But whatever the source the hostility itself is deep rooted and real; other things being equal, it becomes the duty of the State to take under serious consideration the existence and character of this well-defined public prejudice and to defer to that prejudice so far as is consistent with the establishment of a sound and efficient system of police protection. The Commission believes that this can be accomplished in the manner to be outlined hereinafter. It is in order to state at this point, however, that:

The Commission is of opinion that the creation of a Mounted Police or Constabulary such as exists in Pennsylvania or Canada, organized or administered as a highly specialized and separate unit, independent of the other police forces of the State, is both unnecessary and undesirable. It is of opinion such a step would be unduly expensive, that it would be provocative of class feeling, and that it is uncalled for under the physical, social, economic or criminal conditions existing or likely to arise in the Commonwealth.

REORGANIZATION NECESSARY.

But while specifically and categorically rejecting the idea of a separate constabulary, the Commission is equally firm in its conviction that relief or postponement of the police function of the militia must not be attempted unless and until its substitute is provided. Nor can this substitute be improvised from a mere administrative rearrangement on paper of the existing police reserves in the various cities and towns. There should be a legislative reorganization of Massachusetts police administration so organic in its thoroughness as to insure a radical improvement in the individual and tactical efficiency of the personnel itself.

The rural and industrial conditions of the State demand the development of a highly flexible system of policing, a system which should embrace a diversely trained force of automobile and motor-cycle men for general rural police work, and which should include contingents of mounted men to be drawn from various cities for special work in times of strike or riot. The composition and training of these mounted contingents will be discussed at an appropriate point in the next section.

A CENTRALIZED POLICE.

Thus far our analysis of police activities has been confined to a consideration of the various police bodies of Massachusetts when acting as separate and individual organizations. But one of the important characteristics of efficient government is a well-balanced inter-relation of departments, combined with a highly sensitive system of communication between co-ordinate and suborbinate branches of the same department. A police organization may include a very skilful detective force, but if its activities are clumsily or insufficiently linked to other parts of the main machine then the work of that detective force will be hampered and its usefulness limited. The same thing is true as between neighboring city and town police forces, each of which exercises final jurisdiction in a given territory. If crime were wholly local, if the police of Dashville had only to keep the peace among the citizens of that town, or arrest and prosecute offenders against State laws and local ordinances, then there would be little or no need of communication and co-operation between the police of Dashville and the police of any other city or town. But unfortunately the point at which a crime is committed is seldom the point at which it was planned, or the point at which the criminal must be sought and apprehended. If a break occurs in Dashville, if a safe is cracked or a till looted, the chances are good that the local police must look for their man in Boston or in some other city or town. And to do this swiftly and effectively, there must be close and habitual co-operation—scientific co-ordination, not only of the various municipal police departments, but of State police bodies with these as well.

When these tests are applied to Massachusetts the results are not satisfactory. Some organizations, such as the Metropolitan Park Police, are highly efficient; some others are not. Some municipal police departments are good and some are bad; but all the organizations within the borders of the Commonwealth of Massachusetts which exercise the police function—all of them—efficient or inefficient, good, bad or indifferent, are hampered and handicapped by the present method of carrying on their duties with little or no regard to the activities of the other organizations.

This sate of affairs has occasioned over-lapping of functions, duplications of effort, and loss of efficiency. The administrative and executive machinery, required for the several systems of police with which the State indulges itself, is necessarily top-heavy and disproportionate to the effectiveness of the non-administrative personnel; and there has resulted much needless expenditure of public moneys. (See note.)

To the mind of this Commission, the conclusion is irresistible, that the police authority of the entire State should be placed under one central administrative head.

THE COMMISSIONER.

The Commission therefore recommends the enactment of legislation which shall provide for a State Commissioner of Police, to be appointed by the Governor for a term of five (5) years, at a salary of $9000 per annum. The Commissioner should be the administrative head responsible for the exercise of every police function in the State, including the duties now undertaken by the District Police, the Metropolitan Park Police, and the police of every city and town in the Commonwealth.

DEPUTY COMMISSIONERS.

The Commissioner should be empowered to select a number of executive assistants (not exceeding five) to be known as Deputy Commissioners; these Deputy Commissioners to serve departmental heads of various branches of the service, such as (A) Central Office Detective Staff, (B) River and Harbor Police, (C) Rural Patrol (automobile, motor-cycle, etc.), (D) Municipal Police, etc. They should be responsible solely to the Commissioner, and they should be appointable and removable for cause by him alone.

DISTRICT COMMISSIONERS.

The State should be divided into five Administrative Districts. Each district to be under the supervision of an officer known as a District Commissioner, who should be appointable and removable by the State Commissioner only. The special function of this officer is to insure close co-operation between central and local authorities by providing the State Commissioner with accurate information as to conditions in the district. Such qualifications call for a man equipped with a detailed knowledge of local conditions; it should therefore be stipulated that the District Commissioner be a resident of the district from which he is appointed.

THE METROPOLITAN PARK POLICE.

The main object of this plan is to achieve simplification of police management throughout the State; but this end should be reached by easy stages—preferably by the natural action of a simplified and centralized system when authoritatively super-imposed upon a hodge-podge of unrelated organizations. In other words, the machinery of existing State and municipal bodies should, especially at the outset, be disturbed as little as possible.

The Metropolitan Park police, for example, should suffer no present alteration in its method of administration. It should be taken over bodily, with its governing commission intact, and fitted into the State scheme as a subordinate and special department of police work—with its general policy and activities conformable to the main system and subject to the authority of the State Commissioner. When the new State system has standardized its working methods, then superfluous administrative machinery—if any—can be dispensed with.

MUNICIPAL POLICE FORCES.

(A) Local Political Influence.

Control of the police power in any community, especially in a city, is a great political advantage. It is a political asset which any governing body of men or any single executive is loth to part with. In all the cities and towns where the Chief of Police is appointed and removed by the Mayor or the Aldermen, the Chief of Police and his subordinates, all down the line, are responsible to, and therefore naturally depend upon, the particular men who are in office at any given time. With even the most aggressively independent and fearless of police chiefs, it is inevtiable that there must be some degree of conscious or unconscious compliance with any political influence exerted by the power which appointed him and which may remove him. It is needless to say that this influence

NOTE:—Cost of mantaining police departments of cities and towns (estimated), $6,200,000; Metropolitan Police, $205,000; District Police, $219,000.

is not necessarily sinister—that indeed it may often be exerted for the public good. But the fact remains, that any man or any set of men will always be more or less subservient toward the powers that gave the job.

Nor is this attitude in itself objectionable. On the contrary, it is natural and right that a subordinate should be obedient and faithful to the superior who appointed him. Where the harm comes is when the superior or appointing authority does not exert its influenc for the good of the exact kind of job to which the subordinate has been appointed. Let us take a concrete case: If Jones is appointed Chief of Police of Dashville by the Mayor of that city, he will be subject to the Mayor; if he is appointed Chief of Police of Dashville by a Commissioner in Boston, he will equally be subject to that Commissioner. But the Commissioner in Boston is concerned only with police affairs; he is thinking of Jones of Dashville only in terms of police matters and as a local cog in a great State machine; and the kind of influence he exerts upon Jones is professional influence to make Jones a more efficient member of a standardized system. The Mayor of Dashville, on the other hand, is concerned with many other things than police affairs, and he is just as likely to think Chief Jones in terms of votes as he is in terms of police technique, with which, at best, he is only partly familiar. In the case of the Mayor again, it is obvious that successively changing administrations—even if exercising only unalloyed beneficence—result in a constant change of policy in the enforcement of laws and local ordinances. When this political handicap to a profesional police system is multiplied by the number of towns in which administrations change from time to time, it is apparent that the chances of an efficient, non-political and evenly developed system of policing are heavily in favor of the single central authority.

(B) Standardization of Training, Equipment and Purchasing.

But the removal of local political influence is not the only advantage of a centralized authority. There are advantages of administration which are far-reaching in their possibilities for economy and efficiency. A central police authority can standardize the uniform and equipment of every officer in the State; it can standardize the type of patrol wagons, automobiles and motorcycles throughout the State; and cities and towns, by purchasing all police necessities in wholesale lots, through the central office, can effect economies that can scarcely be estimated.

Even more important in its direct and indirect effects upon the taxpayers, would be the disciplinary and tactical standardization of training of the personnel. If, for instance, all police officers in the State received the same training in the handling of traffic—if all officers used the same system of hand-signalling for automobiles—if the various State and town laws as to speeding and headlights were uniformly and impartially enforced, there would indeed result, in this one detail alone, a great benefit to an important class of highway users, and the same principle would apply to the method of enforcement of every other city and town ordinance.

(C) Enforcement of Local Ordinances.

If it be argued that there is an impropriety in standardizing the enforcement of laws throughout the municipalities of the State on the ground that every self-governing community possesses the right to make its own local rules for its own local affairs, then the answer is that it is not the purpose of this plan to deprive any community of local legislative initiative. Each community will have in the future, as in the past, the same right to make its own ordinances. Each community will have in the future, as in the past, its own police force drawn from its own numbers. But it will become the business of that police force to administer the ordinances which are made by that town according to a uniform standard laid down by the central police authority. In other words, there will result an improvement in police method, but no change, in, nor interference with, the right of local law-making. Apprehension on this point indicates a misconception of the police function; for it is the function of a police to take the law of any place and apply it in that place, regardless of the origin or result of such law.

(D) Crime is Cosmopolitan.

If all the crimes and misdemeanors occurring in Dashville were committed by, and upon, citizens of that town; and if the criminals and misdemeanants always remained in Dashville to be apprehended; if, in short, the effects of any criminal action were confined to its place of origin—then there would be a minimum of objection to letting Dashville run its own police affairs in about any haphazard way it chose. But many criminal acts committed in Dashville are planned and executed by men from other cities; and the Dashville resident who first goes wrong in his home town and fails to be apprehended, becomes a burden of latent criminality for some other town to cope with.

Crime, therefore, is not local, but cosmopolitan. And the agency which deals with crime should be cosmopolitan and not local in its methods and capabilities. The police force of Dashville should have behind it the police resources of the entire State, because it must be able to follow its man to any part of the State. This characteristic is true of no other agency in local government. Every other municipal department—fire, water, building, etc., etc., etc., is purely local in its activities and in the field in which it works; but the work of the police department is geographically unconfined and its organization, resources, training and means of communication should be as wide, as cosmopolitan and as adaptable as it lies in the power of any given State to make it.

(E) Local Autonomy.

The desirablitiy of freeing municipal police departments from local influence has been touched upon in a previous section; and it was there pointed out that the highest type of uninterrupted professional zeal in a police chief could best be obtained by attaching the allegiance of that officer to the central police authority only. Were this theory logically followed out, without reference to other circumstances, it would probably lead to the conclusion that the local police chiefs should be appointed and removed only by the State Commissioner. But in the opinion of your Commission, there is a logical and an expedient point at which the demand of the towns for local recognition has a substantial basis in justice. The theory of this plan is to improve local police practice in the hands of local men, while curtailing as little as possible local selection and promotion of officers and men.

The Commission therefore proposes that the appointment of town and city police chiefs remain, as heretofore, in the hands of the selectmen in towns and of the Mayor or Aldermen in cities, subject, however, to the approval the State Commissioner of Police, and subject to his power of removal for causes after trial under the rules of Civil Service.

It is felt that this method will provide a proper check upon any tendency to over-centralization. Local autonomy and initative will be preserved, because in practice the appointing power will still rest with the town; but when that appointing power has once been exercised, when the kind of man the town wants is once in office, then the professional allegiance of that officer should normally

gravitate to his professional superiors, the Commissioner of his district, and the State Commissioner.

The principle of local appointment subject to central approval and removal, constitutes a formula which is finding increasing favor in English and Continental police systems. In a State like Massachusetts it is clearly desirable to have a centralization of authority, but coupled with a decentralization of administrative and executive work such as is not found in even the most liberal of the European systems. It is submitted that the plan which has been outlined fulfills these conditions. Authority centralized in the State Commissioner will promote cohesiveness, economy, uniformity and professional excellence. A provision that the Commissioner shall not have auhority to transfer officers or men to other cities or towns (except for temporary emergency duty as elsewhere provided) coupled with the system of resident District Commissioners and locally appointed police chiefs, will insure the continuance of the forces under them as thoroughly representative of the towns and districts in which they permanently live and work.

CIVIL SERVICE.

There are thirty-seven (37) cities in Massachusetts: in every one of these the rank and file of the police force is under Civil Service; and in twenty-one (21) of these cities, Civil Service regulations apply to police-chiefs as well as to the personnel.

There are three hundred and eighteen (318) towns in Massachusetts: but only about forty (40) of these towns have placed the rank and file of their police forces under Civil Service; and the proportion of towns in which the Chief is also included, is still smaller. (See note.)

It is noteworthy that 100% of the cities have accepted Civil Service for the rank and file of their organizations, and 57% have included the police chief in the regulations; but in sharp distinction to this is the record of the towns, with Civil Service applying only 12.6% of the personnel and a still smaller and indeterminate percentage applying to chiefs as well as personnel.

These facts are highly significant; they indicate a healthy tendency on the part of the larger municipalities to place their police forces on a business-like basis through reduction of political pressure; they indicate an opposite and a dangerously reactionary tendency in the case of the smaller rural communities.

The Commission has made careful inquiry concerning the effects of the application of Civil Service to town and city police. There is not the slightest doubt but that the gradual adoption of the Civil Service principle has materially lessened the burden of political influence and has occasioned a corresponding increase of professional efficiency. Among the many police chiefs who have been consulted, the opinion is unanimous that an extension of Civil Service to the police chiefs and men of every town in the State, would be of unmixed benefit. The Commission has received abundant testimony showing that in many cases the Civil Service laws have been the sole protection of officers in the conscientious performance of their duties.

As has been shown above, a large percentage of the small town officers and men are not now under Civil Service. To subject such present incumbents to the examinations and tests required of applicants, would both be a gross hardship and would savor dangerously of the nature of ex post facto legislation: having presumably proved their fitness for office, the municipal police should be taken over bodily as organizations, and incorporated intact into the State system; and the present incumbents, both officers and men, should have the affirmative benefits of Civil Service conferred upon them, and without being subjected to the inconveniences and annoyances of further examination for fitness or otherwise.

The Commission has no hesitation in recommending the extension by legislative enactment of the Civil Service laws to cover the entire police organization of every city and town in the Commonwealth (except those now exempted by law in the City of Boston).

And the Commission further recommends that all officials and policemen now in office, as aforesaid, shall hold over as of course, and shall be given the Civil Service ratings and benefits corresponding to their respective positions.

DISPOSITION OF PRESENT STATE ORGANIZATIONS

Having outlined the framework of a State-wide police system, and having dwelt at some length on the probable workings of the untried parts of this system, it remains to dispose of existing police bodies or to fit them into their proper places in the plan. Some of these bodies have already been discussed and their disposition indicated, but it will be well to reconsider them from the point of view of their availability to the main plan.

The District Police—This organization has already been criticized in detail and the recommendation made that it be abolished. There is little to add to that recommendation beyond suggesting that most of the officers and men in the District Police would undoubtedly be required for service of one sort or another in the new State Police. The necessary police duties performed by this body would be taken over by the larger organization as a matter of course. Thus the present River and Harbor Police would become a special squad under a Deputy Commissioner in the proposed plan; the present detective and prosecuting details would merge into the Central Office Detective Bureau, etc., etc.

As for the purely inspectorial activities of the district police, enough has already been said to emphasize the Commission's opinion that such activities as boiler-inspection, moving-picture licensing and the like have little or no place in police work. Such duties may readily be distributed among those existing State Commissions and Boards, the respective personnel of each of which is adapted to dealing with these varied and specialized matters.

The Metropolitan Park Police—Has been previously discussed and the opinion vouchsafed that it should be taken over intact with its administration undisturbed for the present at least.

The Police of the City of Boston—Has for many years been State-controlled under a police head appointed by the Governor. So notable an example of the beneficent effects of State management need not be tampered with beyond adjusting the present organization to its appropriate place in the State system.

It is therefore recommended that the territory occupied by the City of Boston and the adjacent cities and towns be designated as "The Metropolitan District" in the State Organization. It is further recommended that hereafter the Police Commissioner of the City of Boston be, ex-officio, District Commissioner of the said Metropolitan District in addition, and that he exercise all the powers and duties of that office subject to the authority of the State Commissioner.

The Police of the City of Fall River—Is also State-controlled, its direction being in the hands of a combination police and licensing board. This hybrid board should either be abolished, or relieved of its active police duties; in the latter case it could the better perform its functions as an excise board. The police chief of the city should then be appointed by local authority subject to the approval of the State Commissioner of Police as provided in the case of all other cities and towns.

NOTE:—Legal questions having been raised as to the civil service status of some of the town police chiefs, it is impossible to cite exact figures.

The Militia—Is the only remaining State organization which is subject to police duty. The reasons for relieving the militia of this duty have been fully analyzed at an earlier point in this report.

A RURAL PATROL

There are two matters, of a closely related nature, which are still unprovided for in the plan of a State Police. The first of these is the establishment of a force to patrol the thinly populated and unprotected country districts. The urgent need of such a force has already been fully discussed. The second consideration is to provide some form of mobile police to take the place of the militia in civil disturbances.

Various prominent Massachusetts police officials have been consulted on these phases of the problem, and the consensus of opinion advanced by them is concurred in by your Commission. Accordingly it is recommended that the State Commissioner of Police be directed to establish an adequate Rural Patrol to consist of motor-cycle and automobile patrolmen, reinforced by such detachments of mounted men, plain-clothes men, and such other elements as he may deem necesasry. The Commissioner should further be directed to organize a force of mounted and unmounted policemen to be designated from among town and city police in active service. The Commissioner should further be specifically directed to establish a summer training camp where such detachments as he shall designate from the Rural Patrol, together with the aforesaid members of the mounted and unmounted city forces, shall undergo a two weeks' annual tour of drill and instruction. The members of the mounted and unmounted city force would remain on active duty in their respective cities except when called out for annual camp tour or for emergency strike or riot duty.

By thus bringing together in camp specified members of the regular city police forces, and certain members of the Rural Patrol, several desirable objects will be achieved. For the reasons referred to early in this discussion, the Commission believes it to be absolutely essential that the force upon whom reliance is to be had when the militia is relieved of its police duty, shall be an organization in fact and in training—and not merely a pigeon-holed authorization to call out a certain number of men from a given list of cities. The tactical efficiency of such a body is dependent upon its members receiving actual physical training as individuals and professional training as police units.

The State Commissioner should therefore be directed to select from the Rural Patrol certain elements or units, to be designated as a permanent central-office nucleus for service in time of civil disturbance. This squad of men drawn from the Rural Patrol, and under the immediate jurisdiction of the Commissioner's office, will furnish an excellent centre around which the designated city policemen of various cities may be gathered annually for camp training. But in choosing men from the Rural Patrol and from various city police departments to form an organization capable of occasional mob-handling, care should be taken to include a certain number who are familiar with different languages. Experience has shown that much of the trouble in a strike-crowd arises from the difficulty of reasoning with, or even communicating with, the non-English speaking element.

With the formation of a together-trained organization as outlined above, it is believed that Massachusetts will have at her command a force capable of preserving the peace in any ordinary case of civil disorder. In cases of minor disturbance, reliance would be had on the specially trained squad from the Rural Patrol; any, or all of these men could be transported to any given scene of trouble within a few hours. If more men were needed, the above mentioned reserve city police who had received training in company with the nucleus squad, would be called in turn according to proximity and availability.

The specially trained force provided by this plan differs from a Mounted Constabulary in the following essentials: it is a small and subordinate part of a large police system, and not a separate and distinct organization whose isolation renders it potentially susceptible to class or capitalistic influence. As its members live and work apart from one another in different cities throughout the State, no opportunity arises for the development of that organization arrogance which is not infrequently urged against a constabulary; the men will remain policemen with police training, because their every-day life, their ordinary work, and their mental attitudes will be that of police and not that of soldiers. Except for the nucleus drafted from the Rural Patrol, the formation of this body will entail neither the addition of men to the State Police forces nor the creation of a new force. The plan is simply a device to make more efficient and more available certain classes of police officers, most of whom are already in active police service in the State; as such, it cannot be open to valid objections from any section of the community.

GRADUAL DEVELOPMENT OF PATROL

For the sake of clarity and continuity, the organization of the Rural Patrol has been described as it will ultimately function in the completely developed State scheme. But the Rural Patrol is the only item in the State plan which calls for the creation of a wholly new force; such a force should not be hastily improvised, but should be methodically and carefully developed by the State Commissioner after study and preliminary experimentation in the least protected of the rural areas. If the force is gradually built up in this way, supported by a series of annual budgetary appropriations, the danger of initial extravagance will be avoided, and economy of operation promoted; the work of this Patrol should be so planned that its increasing indispensability may be demonstrated from year to year, and its gradual expansion thus justified. It is to be understood, therefore, that no recommendation is made that the Commissioner be directed to establish a State-wide Patrol forthwith—but only that he be directed to proceed with a gradual formation of such a force.

Owing to these considerations, the Commission suggests that the organization and camp training of the mounted and unmounted city police, which is to become a substitute for the militia in strike and riot duty, be one of the first undertakings of the Commissioner.

EXPENSE

While the establishment of the system recommended herein may, at the start, entail a small additional expense to the State, the Commission is confident that as the State Police develops, with its co-ordination of departmental efforts, its standardization of methods, training, and equipment, much duplication of work and expense will be eliminated, and that in the end it will result in a distinct financial saving to the State and to the cities and towns themselves.

The Commission has fixed the salary of the Commissioner of Police at $9000 and has left the salary of the Deputy Commissioners and District Commissioners to the determination of the State Commissioner, subject to the approval of the Governor and Council. It is probable that the duties which the several District Commissioners may be called upon to perform will vary, so as to make it necessary to vary the amounts paid in the different districts. Thus, the District Commissioner for the Metropolitan District will unquestionably have larger and more exacting functions than any of the other District Commissioners; and other variations will doubtless be disclosed as the Commissioner has time to study the situation throughout the State.

The cost of maintenance of the central-office staff should

not be considered as at all serious, for the reason that the expense of this administrative staff should be no greater than the State now pays for maintaining the office force of the district police, which is abolished under the provisions of this report.

The establishment of the Rural Patrol will be as expensive or inexpensive as the State from time to time may determine. It is provided in the legislation submitted herewith that this branch of the State Police shall be developed and built up gradually. Its growth will depend solely upon the ability of the Commissioner to satisfy future Legislatures as to the wisdom of the increased appropriations he may ask for the expansions he may recommend. The Commission is certain that study of the situation regarding rural crime and the need of police protection in the sparsely settled communities, as well as the necessity of having a trained, mobile force within the department which may be sent to any city or town within a short time, will justify its recommendation. The Commission has not the slightest doubt that the Legislatures of the future will see the advisability of equipping such forces with horses, motor-cycles, automobiles and other modern means of transportation to keep pace with modern criminal methods.

The Commission is equally confident that the training of police officers as units in training camps will bring increased efficiency far in excess of the amount of money such training may cost. Military and police experts agree generally that the expense of a training camp would not exceed $1.00 a day per man for a force of 200 men. This would allow for transportation, cooking, food and tentage (assuming that the State itself owns tentage which would be available for this work and that State military training grounds will be used). The total cost of a two weeks' camp for 200 police officers, therefore, would not exceed $3,000.

But this branch of the State Police must of necessity be worked up gradually. It will require careful study by the Commissioner and his departmental subordinates; it will be tried out in a few sections of the State, presumably, before any extended system of Rural Patrol is established. All the while, moreover, the Legislature will have its hand on the situation. The annual reports of the Commissioner will contain his recommendations for further expenditures and it will be his business to convince succeeding Legislatures of the wisdom of further extensions of that particular department.

In concluding its report, the Commission desires to say that it fully apprehends the sweepingly fundamental nature of the changes which the adoption of its plan would entail. But the decision to promulgate a clean-cut Statewide scheme has been attended with some study, both of the questions involved, and of the present state of public opinion; and the acceptance of the plan in its entirety is earnestly recommended.

The decision to lodge the police authority of the entire State in the hands of one man, rather than with the traditional Commission, is consonant with the most successful latter-day business and governmental practice. The bigger the job, the better it is to have but one man at the head of it; only thus can be built the most effective structure of subordinate authority and loyalty; only thus may the chances of political influence be reduced to a minimum and the professional spirit of an organization be raised to the maximum.

Massachusetts has ever led the way in the enactment of constructive legislation: the present is not an inopportune time to set a new mark in the scientific development of a State machinery.

WALTON A. GREEN, Chairman.
RUSSELL B. LOWE,
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NEW JERSEY STATE CHAMBER OF COMMERCE

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