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The Development of the Administration
of Public Health and Safety.

Kansas City, Missouri.

by

Harry Edmund Kilmer, A.B.

Submitted in partial fulfillment
of the requirements for the degree
of

Master of Arts.

In the

Graduate Department

University of Missouri.

—1907—

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THE DEVELOPMENT OF THE
ADMINISTRATION OF
PUBLIC HEALTH
AND
SAFETY
KANSAS CITY, MISSOURI

by

Harry Edmund Kilmer, A. B.

SUBMITTED IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF
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in the

GRADUATE DEPARTMENT
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THE DEVELOPMENT OF THE ADMINISTRATION OF

PUBLIC HEALTH AND SAFETY

KANSAS CITY, MISSOURI.

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P R E F A C E

As indicated by the title, this is a study of the development of administration in the field of Public Health and Safety in Kansas City. Mr. Fairlie in his Municipal Administration (1) includes within this field Economic Regulations, Buildings, Police, Fire, and Board of Health departments. It is our purpose to discuss only the last three, for the reason that the scope of Economic Regulations is not well defined, nor of great importance in the city's administration; and in the matter of Building Regulations we shall cover the field only in so far as the regulations have to do with fire protection. This leaves out of consideration a number of laws enacted for the purpose of making buildings safe and substantial, and these will be noted in a general way in connection with the study of the Fire department (2)

(1) Chapter VIII.

(2) Infra pp 73-74.

For the purpose of convenience and clearness the study is divided into four parts. The first is a general historical survey of the city and its governmental organization under the various charters; and the others are concerned with the development of the Police, Fire, and Board of Health departments respectively.

It is to be noted, further, that this is a study of what has been accomplished, rather than a study of what was suggested or might have been realized. The aim of the study, in short, is to trace the organization and development of the various departments as they expand and grow to meet the requirements of the municipality. The main sources are: The laws of the State of Missouri applying to Kansas City; the ordinances passed by the City Council; and the reports of the respective departments and the City Comptroller. These sources are cited and may be found collected and classified in the appendix. Valuable information has been obtained also from the city newspapers, and from the various histories of the city, which are cited in the bibliography.

I. HISTORY AND GOVERNMENTAL ORGANIZATION.

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1. Introduction.

In or about the year 1830 one Gabriel Prudhomme entered the land, which was the principal portion of territory within the old limits of the City of Kansas. The Prudhomme estate lay between what is now Troost Avenue and Broadway and back from the river to Independence Avenue. The heirs desiring a division of the estate, it was sold at auction on November 14, 1838, to a company which determined to make a townsite out of it; and a survey and sale of lots was made in 1839.(1) Since about 1833 there had been a steamboat landing on Prudhomme's place, from which the Westport merchants received their goods; and the commissioners of the estate say in the advertisement for the sale: "The situation is admirably calculated for a ferry across the Missouri River, and also one of the best steamboat landings on the river, and an excellent situation for a warehouse or townsite." (2) The price paid for the estate of 256 acres was \$4,220. After the survey the plat of the town of Kansas was filed in 1839, and a second plat was filed

(1) Miller, Hist. of K.C. p.29.

(2) Charter and Rev. Ords. 1898, p.xiv.

in 1846, and a third in 1849.(1)

The year 1846 marks the real beginning of the growth of the Town of Kansas, or Westport Landing as it was known locally.(2) At this time there was a resurvey and the lots were made sixty feet front; and by the year 1848 there were 700 persons in the town.(3) On February 4, 1850 the Town of Kansas was incorporated by the county court of Jackson County sitting at Independence, and so continued until 1853, when it was incorporated (4) by a special act of the General Assembly as the City of Kansas.

There does not seem to have been any municipal government in the Town of Kansas. One of the city's historians says: "There was no municipal government in Kansas City prior to 1853. Previous to that time the peace was preserved and difficulties were adjusted by a Township Justice of the Peace, and a constable, but circumstances occurred in December 1852 which led to the establishment of municipal government. The circumstance was the arrest of a man for some light offence by the constable upon whose trial it was discovered that the commission issued to the authorities was for the next congressional township east, which located their jurisdiction at least six miles from where they had been exercising their authority. That winter, February 22, 1853, a charter was obtained from the state, and in the spring of 1853 a municipal government was organized." (Miller, Hist. of K.C. p.46.)

(1) Charter and Rev. Ords. 1898, pp.xiv and xv.

(2) Spalding, Hist. K.C. p.17.

(3) " " " " p.17.

(4) Charter and Rev. Ords. 1898, p.xvi.

A discussion of the city government divides itself naturally into two divisions. The first division embraces that period of time from the incorporation of the city in 1853 to 1889. During this period the city was governed by charters granted by special acts of the state legislature; and another distinguishing characteristic was that the city's legislature consisted of one body, except for a few months during the year 1859. The first charter granted was on February 22, 1853, and this charter was amended and revised from time to time⁽¹⁾ until 1875. In 1875 a new charter was granted to the city, which remained in force until the adoption of the present charter by the people in 1889. The second division is that period from 1889 to the present time. During this period the city has been governed by the freeholders charter, which was adopted by the city and went into effect May 9, 1889. Under this charter the city's legislature consists of two bodies, an upper and lower house. For convenience we shall designate the first period as the "Special Charter Period"; and the second as the "Period of the Freeholders Charter". We shall now proceed to a discussion of the organization and powers of the city government during these periods.

(1) Laws 1853,p.244; Laws 1857,p.368; Laws 1859,pp.204, 355, 356; Laws 1861,pp.203,411; Laws 1867, p.18; Laws 1868,p.208; Laws 1870,p.327; Laws 1872,pp.397,414; Laws 1873,p.283,285; Laws 1874,p.320. See also Appendix "A".

2. Special Charter Period. 1853-1889.

The charter of 1853 incorporates the city under the name, "The City of Kansas" and fixes its boundaries; but for all matters pertaining to the organization of the city government it refers to the charter granted to the City of St. Joseph, approved February 22, 1851, which is made to apply to Kansas City.(1)

The Mayor. The charter provides that the mayor shall hold by elective tenure for a term of one year. He was required to be an owner of real estate within the city, and to have resided within the city for at least two years at the time of his election; and he was allowed a compensation of fifty dollars per year and the fees collected by him in the exercise of his other prescribed duties. His legislative powers and duties were; convene the council in extraordinary session; furnish information to the council and recommend measures for their consideration. He presided over the meetings of the council, but had no vote except in case of a tie; and he possessed a limited veto power. It was made his duty to see that the laws of the state and the city ordinances were enforced; and with the advice and consent of the council he appointed all officers not otherwise provided for, and removed all appointive officers; and filled all vacancies that occurred in office until the

(1) Laws 1853, p. 244.

next regular meeting of the council; and was required to be a conservator of the peace.

He was given extensive judicial powers. Power was vested in him to remit fines and forfeitures, grant reprieves and pardons, in any case arising under the ordinances of the city. He was made ex-officio justice of the peace and had jurisdiction of all cases within the city; and he also had original and exclusive jurisdiction of all proceedings arising under the ordinances of the city with power to issue warrants and writs, and hear and determine, and punish all offences against such ordinances. An appeal lay from him to the circuit court. He was to receive certain fees for this work to be determined by ordinance. Thus we see at this period the mayor was the executive and judiciary combined and this continued until the amendment of the charter in 1859.

In 1859 the mayor was deprived of his police judge powers; and was no longer the presiding officer of the council. Other amendments to the city charter were enacted from time to time and in 1875 a new charter was adopted. These did not make any important changes in the tenure, term, or qualifications of the mayor; and his administrative, judicial, and legislative duties remain practically the same, except that from 1867 to 1870

he was the presiding officer of the council. The chief characteristic of these amendments and of the new charter is that in regard to the mayor, as with the other departments of the city's government, the duties, powers, and qualifications are prescribed more particularly and minutely. We shall next consider the administrative officers during this period.

Administrative Officers. In this discussion we shall only note those administrative officers provided for by the charter. Those offices created by ordinance we shall note later in so far as they have to do with our investigation. The charter of 1853 provides for a City Register, Assessor, Treasurer, and Marshal. The City Registerer, Assessor, and Treasurer were appointed by the mayor and confirmed by the council, and held office for one year with a compensation fixed by ordinance. The City Register was to keep the minutes of the council proceedings, and he was the custodian of the papers of the city. The duties of the Treasurer and Assessor are indicated sufficiently from the title to their offices. The Marshal was elected by the qualified voters of the city and held office for a term of one year. He had the same powers as the constables of the townships and received similar fees in compensation; he was the collector of the city and the court officer of the

mayor. These officers were required by the charter to perform such other duties as might be prescribed for them by ordinance.

The amendment of 1859 dropped the Assessor from the number of officers required by the charter, and added three new officers; Attorney, Engineer, and Recorder. The Engineer was appointed by the mayor with the consent of the Board of Aldermen for a term of one year. He was required to superintend the construction of all public works ordered by the city; make the plans and contract for the execution of the same, and to do all surveying and engineering ordered by the city. The Attorney and Recorder were elected by the qualified voters of the city. The former was chosen for a term of one year and the latter for a term of two years. The Attorney attended to the prosecution of city offences and did such other duties as were prescribed by ordinance.

The Recorder was required to have the same qualifications as the mayor, whom he succeeded as police judge. He was ex officio justice of the peace within the city and had exclusive jurisdiction of all cases arising under the city ordinances. An appeal lay from him to the circuit court. He was allowed fees for his services, and these fees were to be determined by ordinance.

In 1860 an amendment was passed which provided for the offices of Assessor and Collector, and these officers together

with the City Register and Treasurer, who were formerly appointive officers, were made elective.(1) No further change was made in the administrative officers until 1867; the amendment of that year changed the name of the City Register to City Clerk and provided for the additional offices of Auditor, Supervisor of Registration, and the Health Officer.(2) By the amendment all of these officers, except the Health Officer, were made elective.

By an amendment of 1870 the offices of Clerk, Assessor, and Collector were again made appointive. The term of all officers was one year. In 1872 the office of Counselor was created. He was appointed by the mayor and council and held office for one year; and it was made his duty to attend to the legal business of the city that came before a court of record, and to attend to such other duties as might be prescribed by ordinance. The amendment of 1874 dropped the office of Collector and required the Treasurer to attend to the collection of taxes and licenses due the city. This same amendment provided for a new officer to perform some of the work that had before this devolved on the Treasurer. This officer was the Comptroller appointed by the mayor and council; and he exercised

(1) By an amendment of 1859 the office of Treasurer was made an elective office, but this was changed by an amendment made during the same session and the office remained appointive.

(2) The office of Health Officer was abolished the following year.

general supervision over the collection and disbursement of all moneys of the city; and had general custody of the property of the city.

The new charter of 1875 made no change in the administrative officers, except the office of Marshal. This office was abolished in 1874 by an act providing for the establishment of a Board of Police Commissioners, which took over the duties of the office.(1)

The Council. The charter of 1853 provided for a legislative body of six members to be elected from convenient wards, which were to contain as nearly as possible the same number of free white male inhabitants. The term was fixed at one year. No person was eligible for election to the council who had not been a resident of the city for twelve months, and paid a town or city tax; and the members of the council were required to be twenty-one years of age, and citizens of the United States. The council was judge of the qualifications, election and return of its members. It was given power to punish its members for improper conduct, and to provide rules for its proceedings.

The quorum was fixed at a majority of the members elected. The powers of the council were set out in a general way, and were those powers that are usually delegated to a city council; and it may be well to note that these powers were not materially changed during this period, except that they were

(1) Laws 1874, p.327.

more specifically laid down, and there was some restriction in the later amendments on the council's power to contract debts, and the maximum rate of taxation was prescribed. In the succeeding chapters we shall consider the powers of the council relating to the respective departments under discussion; but will not give particular attention to the other powers of the council.

The amendment of 1859 adopted the bi-chameral system and made several changes respecting the council, but before the close of that year another amendment was enacted that placed the council in about the same position as before, except that it was to be composed of nine members, three to be elected from each ward. The additional disqualifications were made, that no member was to be delinquent in taxes or interested in any contract with the city, or any suit against the city. The amendment of 1867 provided that the council should consist of two members from each ward, and the city was divided into four wards. The councilmen were to hold office for a term of two years, one-half retiring each year. The additional qualification was required, that they take the oath of loyalty as required by the State Constitution. In 1870 the number of councilmen was changed to twelve members, three elected from each ward; but this was changed in 1872 to two members from each ward and so remained to the end of this period.

3. Period of the Freeholders Charter. 1889--

The state constitution adopted in 1875, provides in Article IX. sections sixteen and seventeen that a city having over a hundred thousand inhabitants can frame a charter for its own government; such charter being consistent with and subject to the constitution and laws of the state. By the terms of this provision a board of thirteen freeholders are to be chosen by the qualified voters of the city, who are to draw up and return to the mayor a draft of the proposed charter, and within thirty days the proposed charter is to be submitted to the voters, and if it receives the approval of four-sevenths of the voters, it is to become, after thirty days, the charter of the city. The constitution requires that the charter shall provide among other things for a mayor, and a legislature composed of two houses, the members of one of which at least shall be elected by a general ticket.

In 1887 an enabling act was passed by the legislature under this provision of the constitution, and after much agitation in the city a board of thirteen freeholders was elected December 11, 1888. A draft of the present charter was returned to the mayor March 9, 1889, and submitted to the voters April 8, and ratified, and went into effect May 9, 1889.

The powers of the corporation are set forth and the limits of the city defined in the usual manner, and the

corporate name of the city is changed to "Kansas City". This charter is more specific than any of the others we have noted. It attempts to place the fundamental law in such a way as to provide for the needs of the city for some time; and upon the whole the attempt has been successful. The charter has remained practically in the same form as it was when adopted sixteen years ago. There have been some amendments; and some agitation recently for a revision, but in general the charter seems to have fulfilled the purpose of its framers.

The Mayor. The Mayor remains the chief executive officer of the city, and his term is increased to two years. He is required to have lived in the city five years prior to his election and to have the same qualifications as the members of the Upper House. No change is made in the Mayor's legislative powers, and he retains the power to remit fines and forfeitures imposed for the violation of city ordinances. His general power of appointment remains the same, except that on account of the introduction of the bi-chameral system the Upper House takes the place of the council in confirming his appointments. He is given the power of removing any appointive officer with the consent of two-thirds of the Upper House, and any elective officer with the consent of two-thirds of the Lower House.

Administrative Officers. The charter of 1889 provides substantially for the same officials as existed under the charter of 1875. The mayor appoints, with the consent of the Upper House, a Clerk, Assessor, Counselor, Comptroller and City Physician. The offices of Police Judge, Attorney, Auditor and Treasurer are elective. All officers hold for a term of two years.(1)

The Council. The charter of 1889 established the bi-chameral principle for the council. The legislative functions of the city are vested in a Common Council consisting of an Upper and a Lower House. There are the same number of members in each house; one from each ward. The members are elected to the Upper House on a general ticket; and to the Lower House by the qualified voters of the respective wards. The term of the members of the Upper House is four years, while that of the Lower House is two years. The qualifications for members of the council are the same as under the charter of 1875, except that the members of the Upper House are required to be twenty-five years old and have resided within the city for three years; and members of the Lower House must be twenty-two years old and have resided within the ward from which they are elected for one year. In addition no councilman is to be interested in any contract with the city, nor

(1) Rev. Ords. 1898, Art.IV. Secs. 14 & 15.

hold any office under the city or be an employee of the city in any capacity; nor have ever been convicted of bribery.

The powers of the council are set out at length with a view of meeting not only present but future conditions, for municipal corporations in adopting charters must build not alone for to-day but for tomorrow. They can exercise only such powers as are expressly granted, necessarily or fairly implied, or essential to their declared purpose. We may gather some idea of the scope of the powers given in the charter from the summary therein: "To pass, publish, amend and repeal all such ordinances, rules and police regulations not inconsistent with the provisions of this charter or the laws of the state, as may be expedient in maintaining the peace, order, good government, health and welfare of the city, its trade, commerce and manufactures, or that may be necessary and proper for the carrying into effect the provisions of this charter."

The charter is very exhaustive in its provisions for the government of the city. In this respect the precedent set by the people in framing their state constitutions has been followed. The council is given extensive powers but these powers are safeguarded by the charter itself, and by other powers conferred on the mayor and various administrative officers and boards. Many things are provided for in detail

that were left at an earlier date to the honesty and faithfulness of the officers who had the matters in charge. But these restrictions are for the most part wise under present conditions in our municipalities. The charter of Kansas City provides amply for the needs of the city in most directions, and considering that very few amendments have been submitted in the sixteen years that it has been the law of the city, we may say that the experience of time adds its authority to our judgment.

4. Historical Survey.

We have now considered the form and organization of government, which has existed in Kansas City under the various charters and amendments. Our next step is to discuss the administration of the government in three of its departments, and trace their growth and development to meet the demands of a great city. Before, however, we take up this phase of our subject it will be well for us to get some idea of the growth of the city as shown by its population during the different periods, and also to note some of the more important happenings that bear upon the rapid changes that were being made in the social and industrial conditions in the community.

The year 1854 marks the real beginning of the growth and advance of Kansas City. Its trade, which before this time was considerable, now began to expand. The opening of the territories of Kansas and Nebraska brought numerous settlers to the city. They came up the Missouri to Kansas City and then went overland, and naturally the merchants did a thriving business. The panic of 1857 and the border troubles retarded the growth and business of the city to some extent. In 1858 the first line of telegraph reached the city, and the first daily newspaper, The Daily Western Journal of Commerce, made its appearance. By 1860 a chamber of commerce had been organized, and there were three banks, one insurance company, one daily and three weekly newspapers in the city. The population by the census for that year was 4,418.

The war was disastrous to the business of the city, and it fell off in population. During the last year of the war the first railroad in the city was opened to Lawrence, Kansas. The first railroad from the east was the Missouri Pacific which reached the city in 1865. Mr. Case gives this picture of the city at the close of the war: "Streets were out of repair, buildings damaged, trade was practically gone and the population had decreased to between three and four thousand souls." (Case, Hist. of K.C. p.84.)

With the close of the war the city entered upon a remarkable career of prosperity. By 1866 the population was over fifteen thousand, and in that year 768 buildings were erected, and the trade of the city aggregated over \$33,000,000. The streets were lighted by gas in October of the following year. By 1870 the Coates opera house was completed, the stock yards built, and the first street car line was perfected; and the population was over 30,000. In the panic of 1873 the city suffered with the rest of the country, and it did not recover its former trade until 1876. During and after the panic the city could hardly meet its obligations. The banks came to the assistance of the city and with their aid the city tided over its financial difficulties, and out of this connection with the banks can be traced the movement that finally led to the adoption of the charter of 1875 with its iron-clad regulations on the debt-making power of the council. For the next ten years the city grew in numbers and in trade. The opening up and settling of the great Southwest, and the rapid increase in population of the surrounding country all made for the development of the city. In 1886 cable and motor cars were inaugurated. The population had now passed the 125,000 mark. There was during this period much speculation and booming and it ended with the consequent depression. But this boom had some good effects in that it tended to spread the city out, and gave open space for later building and parks.

Agitation was begun for the acquisition by the city of the waterworks which had been constructed by a private company in 1875. This was accomplished on September first, 1895. During the past decade the steady growth of the city has continued, and the population to-day (1906) is over 185,000. (1) (2)

Kansas City has many natural advantages and she has done well with them. Her business men have been public spirited as a body, and the rise of the city is due in no little degree to their push and energy. The material development of the city is well known. It is the greatest implement market in the world; and a great live stock market and manufacturing center. It is surrounded by fertile lands, rich mines and great natural resources; and its transportation facilities are unexcelled. Hand in hand with this material development has gone a development of public spirit that has made possible the magnificent school system of the city; the public park and boulevard system, and numerous other evidences of progress along social lines.

- (1) See for population of various periods Appendix A.
- (2) For the complete discussion of the subject of this paragraph see Case's Hist. of K. C. pp. 43-113.

II. THE POLICE DEPARTMENT.

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... Introduction.

It is recognized that the preservation of order, the prevention and detection of crime, and the enforcement of law are among the important functions of government; and public officials to execute these duties have existed from the earliest stages of political organization. But the existence of a trained and organized force of men for the systematic patrol of certain districts is of comparatively modern origin, and is closely connected with the development of densely populated urban communities. The force that did exist in the early cities was composed of the constable or marshal and a group of night-watches, who usually carried on some occupation during the day. To these general statements Kansas City is no exception; its police force in the early days consisted of a marshal, his deputies and night-watches; and from this meager beginning we shall note the growth of the force in numbers and discipline as the city grows; though, at times, not keeping pace with the needs of the city.

A discussion of the development of the police force naturally falls into two periods. The first period beginning

with the organization of the city and extending, with one interruption, to 1874. During this period the police were under the control of the local authorities, except for a period of about two years from 1861 to 1863; in which a board was appointed to have control of the police of the city. This period we shall designate as "The Period of Local Control." The second period began with the organization of the Metropolitan Police Board in 1874 and continues to the present time; and the characteristic feature of this period is that the police are subject to a board which is appointed and controlled by state authorities. We shall call this period, "The Period of State Control."

A. The Organization of the Police Department.

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1. The Period of Local Control. 1853--1874.

The Police force of the City at the beginning of its history was as in other small cities at the present time. The force consisted at first of the Marshal and his deputies. The charter of 1853 provided that the mayor and council should have power to establish night-watches and patrols; regulate the police; impose fines and penalties for breach of the ordinances; and erect a workhouse and make regulations concerning it.(1) In 1855 the council provided for the appointment of six men by the mayor to act as night-watches, and they were charged with looking after the peace and order of the city during the night in the same way as the Marshal and his deputy were during the day. No very serious duties were to be performed as we may infer from the fact that they only received as compensation fifty cents for each night they served.(2) This ordinance was amended during the year;(3) and the next year all provisions for night-watches were repealed.(4)

- (1) Charter 1853, Art.V.
- (2) Bk. A,125.
- (3) Bk. A,146.
- (4) Bk. A,152.

Matters continued as they were at the beginning of the city for several years. There was some dissatisfaction as to the manner in which the laws of the city and state were enforced. This was due in part at least to the border troubles and also to the inadequacy of the police force. Ordinances had been passed defining the duties of the Marshal but these did not accomplish what was desired of them.(1) It became apparent to the city authorities in the spring of 1861 that the state legislature was going to try its hand in improving the police situation, and an ordinance was passed providing that the wharf-master and the market-master should each be ex officio policemen, and that there should be a regular policeman appointed for not longer than one year at a salary of forty dollars per month. The mayor was also directed to appoint special police when it become necessary.(2) This move did not satisfy the state legislature and a bill was reported providing for a board to take over the management of the police of the city. While this bill was under discussion the council passed an ordinance providing for a police^{force} to consist of a chief and two assistant chiefs and not to exceed ten regular men. They were to serve chiefly as night-watches, and they were to be appointed by the mayor and confirmed by the council, and the mayor was given the power to discontinue or reorganize the force.(3)

(1) Bk. A, 108, and Bk. B, 182.

(2) Bk. B, 232.

(3) Bk. B, 243.

But on the same day that this ordinance became a law the legislature passed the bill already referred to.(1) This bill provided for a board to consist of three members appointed by the governor; and the mayor who was made an ex officio member. The board was given control of the appointment and discharge of the police. They were not to appoint over twenty-five men, and an organization of officers was fixed to consist of a captain, lieutenants and a turnkey. The officers held for one year unless discharged for cause. The salary, rules and regulations of the force were prescribed by the board; and to defray the expenses the board had the right to use one-sixth of the total revenues of the city. All persons arrested were to be brought before the Recorder or a Justice of the Peace. The board was required to keep a journal of the proceedings and report to the council the amount of money expended and the number of policemen employed.(2)

Just what was accomplished under this plan we are unable to say. It can be said, however, that the arrangement did not satisfy the city authorities. A resolution was passed the next year complaining of the expense and that the laws of the city were not enforced.(3) In 1863 the law was repealed(4) and from then until after the war the city seems to have got

- (1) In March 1861 the legislature passed a bill providing for a board to take control of the police of St. Louis, and in May during the adjourned session the bill applying to Kansas City was passed. Laws 1860-61, p.447.
- (2) Laws 1860-61, adjourned session, p.63.
- (3) Bk. B, 266.
- (4) Laws 1863, p.80.

along without any police, except the Marshal and the military authorities.

In April 1866, the council provided for a police force to consist of ten men, who were to be under the immediate control of a captain and the Marshal. The force was appointed by the mayor and confirmed by the council. The captain was required to keep records of the work done by the police and to make monthly reports to the council. He received eighty dollars per month and the regular police received seventy-five dollars.(1) This was felt to be too large a force for the city in the condition in which its finances were, and the next year it was provided that the regular force should consist of five men, and such special police as the mayor might employ from time to time with the consent of the council.(2) It appears that it was not necessary to employ special police for the records show but one appointed during the next two years. The name, captain of police, was changed by ordinance to chief of police and the salary increased to one hundred dollars per month.(3)

The police force of the city was inadequate but there were other pressing needs, and nothing was done by the council, except to provide that members of the police force should not

(1) Bk. B, 433.

(2) Bk. C, 187.

(3) Bk. C, 200.

run saloons,(1) and to define the tenure and duties of the chief of police. The chief of police was appointed by the mayor (without the consent of the council) and held office for one year. He was given a salary of one hundred dollars per month and forbidden to accept fees from any person who was guilty of a misdemeanor under the laws of the city. The mayor and the marshal were to direct the chief, who was to have charge of the police of the city from sunset to sunrise. (2) This arrangement continued for the next two years and then by ordinance the force was increased to twenty-four men. They were appointed by the mayor and marshal and confirmed by the council.(3) The mayor and marshal was given power by another ordinance to appoint special police when necessary.(4)

The police force at this time was inadequate in numbers and without any efficient organization or discipline. There was much dissatisfaction in the city as to the enforcement of the law and the protection given by the police. Perfection could not be expected under the conditions. Place depended on some pull with a politician and not on fitness. An idea of the conditions may be had from these words of the mayor as reported in the "Times" for April 12, 1872. He said

- (1) Bk. D, 85.
- (2) Bk. D, 70.
- (3) Bk. E, 42.
- (4) Bk. E, 45.

regarding the appointment of police: "I am not and shall not appoint policemen at present. I think that a large number, probably, half of the present force will be retained. The other half will be, no doubt, recommended by the councilmen from the several wards, who generally claim that privilege."⁽¹⁾

When we remember that the city had grown now to a population of about 40,000 inhabitants, and consider its location on the state line, and with a police force of only twenty-four men, we are not surprised to find that there was dissatisfaction. The laws of the state as well as the city ordinances were not enforced. The council did not increase the force and it became necessary for private parties to employ police of their own. In July 1872 the council granted the right to private parties to organize what was termed a merchant's police. These police had power to arrest parties detected in acts of theft, incendiarism, and burglary where the regular police were not present or accessible. They were placed under the control of the mayor, and the right to disband this police was reserved by the council.⁽²⁾ There were several additions to the regular force during this year, but numbers could not make up for discipline and organization which were necessarily lacking where the police force to a large extent changed with each city administration.

(1) "Times" April 12, 1872.

(2) Bk. E, 223.

The new administration elected in 1873 sent in the names of the appointees to the police force and they were confirmed by the council, but the force did not satisfy the community if we are to judge from the comments made in the city press. The city authorities recognized the need of increasing the police force, and the mayor and marshal recommended that the force be increased by the addition of ten men if any way could be devised for paying them. The city was, as was the whole country, in financial straits. Various remedies were sought during the year to relieve the financial condition of the city, and a resolution was passed providing for an investigation of the police department with a view of cutting down expenses there. Before the close of the year the council passed an ordinance fixing the number and salary of the police. The force consisted of a chief, three sergeants, one of whom was designated as the sanitary sergeant, and twenty four patrolmen, two detectives, and two deputy marshals. This made thirty men on the police force. The salaries were fixed at one hundred dollars per month for all, except the patrolmen who received seventy-five dollars per month.(1)

We have now pursued our study of the organization of the police force to the close of the first period. The city has

(1) Bk. E, 331.

grown during this period from 3,000 to about 40,000 inhabitants and the police force which was originally the city marshal has grown to the number of thirty men. While there had been growth in the number of police, there had not been sufficient growth even in numbers and there was a still greater failure to keep up with the requirements of the city in the matter of organization, permanency and discipline. The force was not permanent; but, as has been said, changed to a large degree with each change in the city government. Under such conditions pull and not merit was the determining factor as to how long a man should remain on the force. Dissatisfaction was heard from a majority of the people; this may have been the wail of the "outs", but it was probably the result of conditions that were not altogether ideal. The state legislature either for these reasons or for reasons of its own proceeded to take a hand, and in March 1874 placed the police of the city under a board, whose members were appointed by the governor.(1)

A large party in the city objected strenuously to the state controlling the police. It was pointed out that while this system might be very advantageous in European countries it was contrary to American ideas of local government. The matter of expense was also urged against the plan; and that the control of the police was taken out of the hands of the

(1) Laws 1874, p.327.

local authorities, which would prevent the police and local authorities from working in harmony. There was on the other hand a large party in the city in favor of some change, hoping that it would make for improvement.

It is to be noted in this connection that the United States stands at the opposite pole from European countries where the police are under state control. In this country the general plan is a local police under local control. There is much to be said for both systems. The European plan is the best in so far as it brings the police to the aid of the state in enforcing its general laws. But the police of the United States are supported by local taxation and their chief work is to enforce the city ordinances, and the European plan has many of the drawbacks that attach to the state meddling with local affairs. It tends to dwarf the pride of the citizen in his municipal government, and removes the officers of the police force from the sympathy and cooperation of the municipal authorities. This is especially true if the political party in control in the city, differs from that in control in the state. But under present conditions in our cities it appears that the most satisfactory results are to be obtained by placing the police under some form of state control. The system of state control has obtained in Kansas City since 1874, and is in effect in St. Louis, St. Joseph, Boston, San Francisco, Baltimore, Cincinnati, Terre Haute, Birmingham and New Orleans. (1)

(1) Fairlie, Municipal Administration, p.139.

2. Period of State Control. 1874--

The act of the legislature creating the board of police commissioners confers upon the council the power to enact all needful ordinances for preserving order, securing person and property from danger, and for promoting the general interest and insuring the good government of the city; but the council are forbidden to pass any act interfering with the police board. The charter of the city is repealed in so far as relating to the office of marshal, and the right of the council to provide for any other police force.

The board is composed of three members, who hold office for three years, one retiring each year. They are appointed by the governor with the consent of the senate, and the governor is given power to remove them for official misconduct. The members of the board are required to have resided within the city for at least two years, and upon assuming the duties of office they are to take an oath to faithfully perform their duties, and not to engage or discharge any policeman on account of his political opinions, or any other cause, other than fitness or unfitness to perform the duties of the office. The compensation allowed is five hundred dollars per annum. No member of the board is allowed to become a candidate for any office or to hold any other office under the state.

They are required to preserve peace and order within the city at all times and see that all laws of the state and ordinances of the city are complied with, and to have general control of all matters pertaining to the police force and its duties. They are by the terms of the act to provide a police force not to exceed the number that was employed by the city before the act went into effect, but the council is given power to increase the force to any number recommended by the board, and in case of emergency the board is given power to raise the force to any number they think necessary.

The act lays down in particular the qualifications requisite for a policeman. No person is to be appointed on the force who has been convicted or against whom there is an indictment pending for any offense the punishment for which is imprisonment in the state penitentiary. He must be a person of good character; a citizen of the United States; be able to read and write the English language, and possess ordinary physical strength and courage. The members of the force are to be employed for three years and are removable for cause only, and when their time has expired they are to be preferred, if they have shown themselves worthy, before new men, and a system of promotion is provided whereby the higher grades are to be filled by the most competent in the lower grades.

The organization established provided for a chief of police, a captain, two sergeants and a turnkey and patrolmen. The salary of the chief was fixed at fifteen hundred dollars per annum, and the patrolmen were to receive seventy-five dollars per month. The board were directed to organize and summon the marshal of the city before them and require his obedience to their orders until such time as they could organize the force. The council were required to set apart the amount estimated by the board as necessary for the maintenance of the board, but this amount was not to exceed the amount appropriated for this purpose the preceding year, unless it became necessary to hire special police. If the council refused to appropriate the money the board were empowered to issue warrants in the name of the city to pay the expenses of the force. The council was forbidden to levy a tax for the maintenance of any other police force, and a penalty was provided for any interference by the mayor or any other city officer with the affairs of the board. The board were also given power to license all private police and watchmen. They were required to keep full records of their proceedings, and to make an annual report to the council of their expenses and other information. This act took effect on April 8, 1874.(1)

(1) Laws 1874, p.327.

Pursuant to this act the board was appointed and upon organization they elected a chief and reorganized the police force. On the twentieth of April the marshal turned over the books and papers and the city police force to the newly elected chief of police, Thomas M. Speers. In addition to the qualifications already referred to in our discussion of the law the board required that the members of the police force should have resided within the state one year and within the city six months before their applications were filed; they must be at least five feet and eight inches tall; over twenty-one and under forty years of age; and in good health in mind and body. On the fourteenth of May the board appointed the force composed of twenty-four patrolmen, one captain, one sergeant and the chief. (1) In June the contract was let for new uniforms.(2)

Thus we see that under the new regime many needed reforms had been inaugurated. The qualifications for appointment, and the opportunity for promotion , together with the improvement in organization and discipline were to make for better conditions. The police were active in the performance of their duties if we may judge from the receipts of the Recorder's court.(3)

- (1) Journal of Police Board 1874, under dates mentioned.
- (2) Uniforms were worn by some of the police before this time ~~by some of the police~~, but I have been unable to find the date of the beginning of the custom.
- (3) Journal of Police Board June 1, 1874.

But the city government was not in favor of the board, and strenuous efforts were made in the next legislature to repeal the law. In January 1875 the council unanimously adopted the following resolution, which shows plainly their attitude in the matter.

"Whereas, the provisions of the act of the legislature, entitled 'An act to Create a Board of Police Commissioners, etc!,' approved March 27, 1874 are oppressive and entail an enormous and needless expense on the city, creating a number of useless offices whose incumbents are wholly irresponsible to the people for their official action, however arbitrary and tyrannical; therefore, be it Resolved, by the Common Council of the City of Kansas, that the members of the legislature immediately representing the City of Kansas be, and they are hereby requested, to use their utmost exertions to have the said police law repealed or so amended as to restore the police department to the control of the mayor and council who are directly responsible to the people for their official action." (Times Jan. 5

The controversy waxed warm in the city press and among the people. The majority of the people were in favor of local control. The people were opposed to the expense, but there does not seem to have been any complaint on the ground that the law was not enforced. The "Times" editorially upholds the law, and says that the attempt to repeal it is the work of gamblers and criminals who seek thereby to run the city as they did before the enactment of the law. It was urged, however, that an amendment should be enacted making the mayor ex officio president of the board. (1)

The legislature during the session of 1875 amended the law making the mayor president of the board ex officio, and

(1) Times Jan. 17, 1875.

left it with the council to determine his compensation.(1)
The fight between the council and the board continued during this year. The president of the board in a statement published in the "Times"(Jan.19,1875) answered the objection as to the expense of the board by showing that the board had maintained the police better and cheaper than the city authorities had the year before. And as to the matter of expense his statement was not refuted by the Finance Committee of the council, who were instructed to investigate the cost of the police force for the year. They reported to the council that it was about the same, but it appears that it was actually less than before the board took charge. The council then passed two ordinances regulating the salary of the police, but they finally fixed the salary at the same amount fixed by the board.(2) They recognized that they were waging a losing fight and toward the close of the year a change of attitude on their part took place, in that they now requested the board to reduce the force to twenty-one men on account of the hard times, and the board complied with their request. The board showed that they were aware that the city was hard pressed for money, for they reduced the salary of the police three times, and finally fixed it at the low figure of fifty dollars per month for patrolmen, sixty-two and a half for the sergeant, and seventy-five for the captain.

(1) Laws 1875, p.193.

(2) Bk. I, 182, and 223.

The council and the board were not in complete harmony, but there was nothing of importance that came up between them, except the council's refusal from time to time to appropriate the amount requested by the board for the maintenance of the police force. The force was inadequate and the salary was low. When the legislature met in 1877 another attempt was made to modify the law so as to let the city clerk and the treasurer act as secretary and treasurer of the board respectively; but the attempt failed. Matters did not make any material change and while the city was growing by leaps and bounds the police force was standing still. The council refused to appropriate any more money, and by the law they were not compelled to appropriate any more than was appropriated during the year preceding the taking charge by the board. The board not being able to increase the force directly resorted to the expedient of licensing a number of special police and night-watchmen. The number appointed during the years 1878 and 79 are ample evidence that the regular force was entirely too small. These special police did good service, especially in the railroad yards and the manufacturing districts. It is to be said, however, that during these years the council were not to blame entirely for not appropriating more money because the city was short of funds.

The year 1879 opened with a great number of unemployed persons in the city. A tramp's room had been provided, and the superintendent reported that he had furnished 3,971 lodgings between January twelfth and March thirteenth. This number of unemployed persons made an increase in the force imperative. The board increased the number of private police, and the council provided for the purchase of two horses to be used by a mounted patrol in the out-lying districts. The regular force at this time consisted of only twenty-eight men. They seem to have been an efficient set of men. The "Times" in commenting on a recommendation of the chief of police for an increase in the force, made a comparison of the police force of Kansas City and other cities, and urged an increase on the council as its duty to the city. It gave this view of the situation: "Taken as a whole, the police force is probably as competent a squad of men as could be found anywhere engaged in the same occupation. If faithful to their duty they are not subject to losing their positions for political reasons. Many of them have been on the force for years. Let the time hasten when no good reason will stand in the way of an increase of their number to a size in keeping with that of the city."(1)

(1) Times, July 2, 1879.

The following year after about three months debate the council followed the recommendation of the board and provided for the appointment of twelve additional men. The force then consisted of forty-two men and officers. The pay continued to be low, much lower than that of any other city, and the board reduced the pay of the men for every day lost on account of sickness or other causes. The city had not provided for the payment of some of the men and they were compelled to sue the city. After they had obtained a pre-emptory mandamus directing the city to levy a special tax to pay the judgments the council appropriated the money to pay off the back-claims.

The reports from the other departments of the city show that real urban conditions had set in. The population of the city was over 55,000 and rapidly increasing, and the territory had been extended. The report of the workhouse superintendent for the year ending April 1880 shows that there had been 1138⁽¹⁾ prisoners confined there. This was an increase of twenty-five per cent over the preceding year. These reports show that the work of the police department was rapidly increasing, but the size of the force was not keeping up with the demands made upon it.

There was some question, however, whether the council could under the law provide for any more police than they had provided for in the year 1874, as the law restricted the

(1) Times May 4, 1880.

expenditure ~~of the~~ of the board to the amount expended during the year preceding the taking effect of the law. The law did not place any such absolute restrictions as we have seen, for if the council consented the amount expended might be increased and, indeed, this had been done. The real thing to be attained was to amend the law so that the board could compel the council to make a reasonable allowance for the police department, which it had failed to do. We are not to deal too harshly with the council, as the conditions at this time were such in this growing city that every department of the city was in need of equipment. The city was outgrowing the municipal equipment not only in the police department but in every other department. The taxes were high and their constituents were not unanimously in favor of an increase, and if they had been the state constitution stood in the way as we shall see in connection with the proposed hospital.(1)

At the meeting of the legislature in 1881 the police law was so amended as to remove the limitations which had prevented the board upon their own account from expending more money than the amount appropriated during the year 1873 for police purposes. Under the provisions of the new law the board were empowered to make an estimate of the amount of money needed for the department, and the council were required to make the appropriation and if they failed to do so the board were to issue warrants against the city; but the board was not to appoint more than one policeman for every one thousand inhabitants.(2) During

(1) Infra p.103. (2) Laws 1881, p.42.

the same session the salary of the chief of police was fixed so as not to exceed two thousand dollars, and the limits to the salary of other officers were raised. The board during this year raised the salary of the force, and increased the number of police to forty-eight. At the end of the year there was a shortage in the department due to the increase in the number of men and the raise in the salary, for the council did not allow the amount asked for by the board at the beginning of the year, but the board went on and expended the money allowed and would have been compelled to issue warrants had not the council appropriated the money needed. It might be well to note that there was a shortage in all the departments this year due to the new apparatus purchased in the fire department, and to the increased demands of the hospital department on account of the prevalence of small pox in the city.

The force was increased in 1882 to fifty-one men and the board asked the council to provided for an addition of thirteen men but this increase was not made. ~~The council later~~ provided for an increase of six men at a salary of fifty-five dollars per month.(1) It is to be noted that the board alone had the power to regulate the number and salary of men employed, but they usually in their estimate to the council asked for certain things; and the council, doubtless for the purpose of maintaining a precedent, still persisted in voting the number of men to be allowed and fixing their salary.

(1) Bk. N, 458.

The following year the board requested that allowance be made for eighty-three men on the police force, but only fifty-six men were on the force during this year. During this year provision was made for a third police station, which was located in the West Bottoms.(1) On May fifth of this year the board reorganized the force and issued commissions to the men for three years. The Inter-State Fair was held in the city in the fall and this necessitated the increase of the force by special police.(2) This year is important in another respect in that it marks the beginning of an organization which has been of great benefit to the police of the city. The Police Relief Association was organized for the purpose of affording aid to sick and disabled officers, and their widows and orphans. It has grown steadily in numbers and usefulness.

The police force of the city still remained inadequate in numbers. The council in 1884 provided for another new police station at Sixteenth and Grand Avenue.(3) The board asked for \$58,430 for maintenance and for twenty-five additional patrolmen. The report of the board said:

"Kansas City has one officer now for every 1,785 inhabitants while reports show that the average for cities of Kansas City's size is one for every 882 inhabitants." The report further states as to the cost of the department at this time: "Deducting the amount received from fines, and other sources from the whole amount appropriated the police department only cost the city about \$25,000 for the last fiscal year." (4)

(1) Bk. P, 423,447.

(2) Bk. P, 371.

(3) Bk. R, 97.

(4) Times April 22, 1884.

Nothing was done toward increasing the force until the next year, when an increase of twenty-five patrolmen was made and the salary of the patrolmen raised to sixty dollars per month. This made eighty-one men on the force. The force seems to have been very efficient at this time but it was still handicapped for lack of men and this was partly explained in the fact that the city was spreading out and there was a large territory to cover. That matters had improved in the manner of appointing to what it was when the board took control may be seen from the following statement: "The Commissioners say that

the idea that it is necessary for each applicant to have half a dozen influential citizens call in his interest is an erroneous one. A clean bill of health, a fulfillment of the specifications, with no shrinkage, is all that is necessary." (1)

One of the evils of the time was the manner of licensing the saloons. The police board had no control over the licensing of saloons in the city. At this time in order to get a license for a saloon in the city it was necessary to get the consent of a majority of the tax-payers in the block and present this list to the county court which issued a county license; and then the county license and this list was presented to the city auditor, who had no choice, but must issue the license for the city. This condition of affairs could not help but be unsatisfactory. This plan continued until 1889 when the law was changed and the board was given power to

(1) Times May 12, 1885.

grant or revoke saloon licenses. This has become one of the most important functions of the board ever since and has tended to increase the control over the liquor traffic for the penalty of a revocation or refusal to renew the license is a powerful deterrent to the law breaker.

Mayor Kumpf in his inaugural address in 1886 advocated a further increase of the police force. During this year the force was raised to one hundred and five men. The mounted patrol was increased to ten men for this branch of the service was found very effective in protecting a large area of suburban territory which could not be cared for otherwise under the conditions. Besides the regular force at this time there were a number of private organizations known as merchant police, railway police, depot police, East Side Residence police, and various special and private watchmen.

There is some evidence to show that the police force was not doing as efficient work as they had done for the previous years, or they had a moral awakening in the city government during the year 1887. Resolutions were adopted requesting the police to enforce the city ordinances, and by another resolution the chief of police was requested to close the gambling dens and enforce the Sunday closing law.⁽¹⁾ The council voted \$110,000 for maintenance and provided for additional patrolmen.⁽²⁾ The board increased the force by the addition

(1) Bk. L, 488, 501, 476.

(2) Bk. W, 219, 623.

of twenty-seven men during the year. This year the agent of the Humane Society was placed on the police force. As might be inferred from the resolutions referred to, considerable friction existed between the board and the city authorities which finally culminated in an investigation by the state legislature of the police board, who were charged with irregularities and corruption, but they were acquitted.

In 1889 there were one hundred and thirty men on the force. The board provided for a police surgeon, and other improvements were made in the equipment of the force. The city was divided into three precincts, and a captain was provided for each precinct, and under each captain there were three sergeants, and under these were the detectives and the patrolmen. One of the greatest needs of the time was a police signal system, but this was not obtained until October 1897. The police used the telephone to report when practicable, but this was not satisfactory in some portions of the city. Agitation was kept up to increase the force to two hundred men, and in the latter part of the year 1889 the board increased the force by the addition of thirty patrolmen on account of the taking in of the city of Westport and the surrounding territory. The plan was adopted by the board of taking men on the force as probationary officers. They were given a trial for six months and if found satisfactory they were then made regular men and allowed full pay. The board also provided that the sanitary

officers of the board of health be commissioned as policemen. The year 1890 marks the close of the fight between the council and the board. From that time on the tendency seems to be for the council to keep hands off of the police department.

Matters remained about stationary for the next two years until the hard times struck the city in 1892. The force was then reduced and the salaries cut. There were changes from time to time in the number of men and in their salaries. There was agitation for and against the changes but the tendency was to reduce the number of men until the latter part of the year 1894 there were only one hundred and sixty-five men on the force. During this period the claim was made by the "Times" that the department was self supporting. The Times said:

"The department is self supporting, something that cannot be said of any other police department in the United States; not only do the receipts of the police court pay the salaries of the officers, but after buying all the supplies, the board is enabled to turn over to the city treasury a neat sum of money for the general fund each month." (Times Jan.1,1893.)

It was not any wonder then that for the next two years there were numerous charges that the police were winking at law breakers. Whenever a police department can be run on the fines collected it may be said as a general rule that the fines which are paid are to a large extent licenses imposed on gambling dens, bawdy houses, and saloons. This of course may be done without a violation of law, but in general the statutes forbid the licensing of these places, except under certain conditions, and these fines in the police court are a kind of

licenses which insure that the police will not interfere with these places altho they do violate the law of the state or city. Such a plan produces innumerable opportunities for graft on the part of the individual policemen. There was much talk of corruption in the city government during the year 1895. During this year a police matron was appointed as an experiment and the following year the chief reported that the matron had done excellent service in caring for homeless, distressed, and unfortunate people.

The year 1896 was marked for a general crusade against vice and especially gambling in the city. Numerous arrests were made and there was a sort of moral cleaning up of the city for a time. The board in October reduced the force by discharging sixteen men in order to bring the expenses within the allowance made by the council. The following year the legislature investigated the board and reported favorably as to its work.

No further change of note occurred in the police department until 1900. There had been a gradual increase of the number on the force until at this time there were two hundred and two in the department. The Bertillon system of measuring and identifying criminals had been adopted and the chief reported that during the year two hundred and ten subjects had been measured. In 1901 the force was increased to two hundred and forty-nine men. Two new stations were provided and the mounted patrol increased to twelve men. The chief of police still asked for an increase in the force and the force was increased

from time to time until in 1905 there were three hundred and twenty men in the department. There are now nine stations with the headquarters at the city hall. The force is well organized and equipped. At the head of the organization stands the chief, and under him are the six captains, eight lieutenants twenty-five sergeants and then the patrolmen and various other officers.

We have noted the growth of the police organization of Kansas City from a condition similar to that existing in large country villages with the marshal and his deputies assisted by night-watchmen and special policemen to that of a well organized and disciplined force under a state board.(1)

B. The Police Court.

The purpose of this division of our subject is to give in as brief a manner as possible the plan that has been followed in Kansas City for trying police court cases and the officers that have had charge of this important branch of police administration. We may state in the outset that the characteristics belonging to courts of this kind are common and will not be gone into here. From the necessities of the case the procedure must be simple and informal. The officers of the court are not the appointees of the state, nor have they been so at any time in the history of the city.

(1) See appendix B for tables of statistics and ordinances.

As we have noted in another connection the mayor was the first officer who acted as police judge in the city.(1) The first charter provided that the mayor should try all offenders against the city ordinances. The marshal was made the court officer of the mayor.(2) This arrangement continued until 1859 when provision was made for the office of Recorder who became the police court judge. The charter of this year also provided that a city attorney be elected who should represent the city in cases prosecuted in police court.(3)

Ordinances were passed in 1860 regulating the procedure and the fees in the Recorder's court.(4) There is nothing of importance in these ordinances; they mark the beginning of the real police court and attempt to define and regulate the proceedings of the court. The Recorder was later allowed to grant bail to persons arrested, and later this right was given to police officers in the absence of the Recorder.(5) This enabled parties taken during the night to be released without going to jail and waiting until the court convened.

No change was made in the officers of the court until 1880 when the work of the court had grown to such proportions that it was deemed advisable to add another officer to be known as the Clerk of the Police Court. He was given numerous other

(1) Supra p. 7.

(2) Laws 1853, p.244.

(3) Laws 1858-9, p.204, and Bk. B, 66.

(4) Bk. B, 97 & 161.

(5) Bk. C, 160 & 200.

duties to perform, being ex officio clerk of the board of police commissioners and ex officio secretary to the chief of police.() The office so continued until 1886 when the council provided that the duties of the office should be limited to the police court and such clerical duties as the mayor and recorder might demand.(2) Two years later the duties of the office were confined to the police court alone. It is his duty to attend the sessions of the court; keep the records and collect the fines. In 1901 the office of assistant Clerk of the Police Court was created.(3)

At the present time the judge of the police court is known as the police judge. The sessions of the court are held in one of the basement rooms of the city hall. During some days the work of the court is very heavy. The court convenes every day, except Sunday, and aims to finish its work by noon.

C. The Jail, Workhouse, and Detention Home.

Among the first acts of the city council in 1853 was to provide for the erection of a suitable building for a calaboose and before the close of the year one was completed.(1) The dimensions of this building were fourteen by sixteen feet. The year 1860 marked the beginning of a definite provision for anything like a jail. This year there was a calaboose-keeper

(1) Bk. A, 104.

(2) Bk. T, 509.

(3) Bk. 1 616.

appointed and the jail was declared to be a workhouse and some improvement and an addition was made to the building then occupied for this purpose.(1)

By 1867 the prisoners were being worked on the streets to pay their fines, and by ordinance the duties of the marshal in this matter were defined. His records were required to show for what offence the party was detained and when he was discharged.(2) Matters continued without any material change until 1872 when the need for a new jail and workhouse became imperative. The city physician condemned the jail; and undoubtedly the conditions were in sore need of improvement. The "Times" described the place as follows:

"The pestilential hole beneath the old court house used for a jail for the last ten years has become a standing disgrace to the city. The city jail is a mere dark, loathsome hole, devoid of light and ventilation. It is a cellar divided off into four or five compartments, one of which is set apart for females. This last is a large, dark room, bare of furniture, devoid of windows, damp and filthy. The vermin hold high carnival over the unfortunate wretches who are cast therein. The proximity to the market house renders the calaboose a common resort for thousands of rats, the floors and walls are alive with slimy vermin crawling hither and thither. The men's cells, three in number are somewhat better than the women's cell; but none of them are more than dark, unhealthy, pestilential dens, rivaling in loathsomeness the much quoted Black Hole of Calcutta." (Times May 11, 1872.)

After considerable agitation a committee of the council was appointed to investigate the jail and they reported in favor of building a new jail. It was finally determined, however, that the best method for improving conditions was to repair

(1) Bk. B, pp.88,165, 192.

(2) Bk. C, 187.

the jail and build a new workhouse on grounds purchased for this purpose. In November an ordinance was passed to that effect.(1) The new workhouse was completed in the spring of 1873 and regulations were enacted by the council for its government.(2)

There was an officer appointed by the mayor and confirmed by the council to take charge of the workhouse. He was known as the superintendent of the workhouse, and held office for one year. He was given general custody of the buildings and grounds and required to manage the prisoners. It was provided that the prisoners were to be worked under the control of the superintendent wherever the council committee designated. The superintendent was required to keep a record of the prisoners and to have general charge of providing for their welfare while they were confined at the workhouse. And in order to facilitate the work of the prisoners the council provided for the purchase of horses and carts which were to be used in connection with workhouse convicts in their work on the streets.(3)

This was a step in advance over former conditions but there was still complaint on the part of the prisoners and the council investigated the workhouse the next year. They reported that the conditions were as good as possible under the circumstances. There was no bath-house in connection with the workhouse and it was impossible to keep it free from vermin. This defect was later remedied. Matters did not change materially

(1) Bk. E, 296,179,331. (2) Bk. E, 360.

(2) Bk. E, 434.

for some years, but by 1880 the needs of the workhouse department had outgrown its quarters.

The report of the superintendent for that year showed that there were 1,138 prisoners confined in the workhouse during the year. He called attention to the over-crowded condition in his report, but nothing was done immediately. The description of the work performed during the year is interesting and instructive. The prisoners spent the first two months widening Walnut Street. They broke 6,212 yards of macadam and 199 loads of rock for the city engineer; furnished forty-seven days to the police department and thirty-seven to the fire department; built a cellar and spring house and opened the rock quarry on the workhouse grounds. The superintendent closed his report with the statement that he believed that the workhouse could be made self-supporting.⁽¹⁾ There were improvements made from time to time. A laundry was built and equipped and additions made to accommodate the increase of prisoners.

By 1894 the city had outgrown its workhouse and it was felt that some change must be made. Considerable time was spent in investigating and not until 1897 did the council proceed to build a new workhouse.⁽²⁾ In the fall of that year the present workhouse was completed. This building is located on Twentieth and Vine streets. It is built of stone, and for a prison, presents a very good appearance. The grounds in front are

(1) Times May 4, 1880.

(2) Bk. 20, 472; Bk. 22, 30,38,39,44; Bk. 23, 130,305,539; Bk. 29, 33,104.

adorned with flowers and shrubbery and a well-kept lawn. At the back of the main building are the stable, laundry, and the stone quarry, where the prisoners do a great deal of their work. There was a time when the location was all that could be desired but it is now surrounded by the city and undoubtedly a better location could be found for the institution in the outskirts of the city.(1)

The building is clean and well arranged. The women's ward is entirely too small for the number of prisoners accommodated. Ten men are employed as guards and laborers about the institution. All the buildings on the ground have been built of stone quarried on the grounds.

All persons when first arrested are confined in the city jail which is located in the basement of the city hall. After trial if the prisoner does not pay the fine assessed he is sent to the workhouse to serve out his fine. When the prisoner has served out his time he is then taken back to the city hall to be released.

The report of the superintendent for the two years ending April 16, 1906 furnishes us with some idea of the work accomplished by the prisoners. They do the laundry work for the city hospital and during these two years 123,958 pieces were laundered for this institution. The female prisoners do the most of this work. The rock has been quarried and in most part prepared

- (1) Steps have been taken and land has been purchased for workhouse grounds near Leeds. This will no doubt be found to be a good move as surroundings can be found which will be much more favorable than the present.

for a stable erected on the grounds for the horses kept in connection with the workhouse, and they have quarried rock for two buildings now being erected by the city. Each of these buildings is fifty by one hundred and ten feet; and various other kinds of work have been performed. From fines collected and work performed it is estimated that the workhouse has during these years brought into the city treasury \$49,615.23.

The question of providing a suitable detention home for youthful offenders was early noted in the charter of Kansas City. The charter of 1859 made provision for a house of correction. The state legislature in 1885 provided that counties having cities of over 50,000 population might establish reform schools. The attempt was made to induce the county to join with the city in 1887 and build a reform school, and the council went so far as to direct the superintendent of buildings to prepare plans for a new building on the workhouse grounds for the confinement of youths but nothing was ever accomplished under any of these provisions. There was some agitation for such an institution from time to time, but it was not until 1903 that any definite steps were taken.

In 1903 the legislature passed an act providing for a probationary officer and juvenile court in counties having a population of over 150,000 inhabitants. This act applied to Jackson county. By the terms of the act one of the circuit judges is to be chosen by the other judges to preside over the

juvenile court. The court appoints a probation officer whose duty it is to make such investigations as are necessary and to take charge of the child before and after the trial as directed by the court. The act provides that all persons under sixteen years of age who come before a police judge or any other judge in such counties shall be sent to the juvenile court; and if such person is taken into custody by a policeman or constable he shall be turned over to the probation officer. Officials are required to keep such persons separate from the adult persons confined in the jails.(1)

The juvenile court is held in the court house at Kansas City. It is an informal court where the parties interested discuss the charges. No counsel appears; the court examines the witnesses and the child, and usually upon the promise of the parent to look after the child he is released, and a surveillance is kept over the parties by the probationary officer. But the judge may send the offender to the reform school or to the Detention Home which is located in the city. The location of the Detention Home at present is very unsatisfactory; it being in the purlieus of the slum district. A movement is now on foot to move it to the country where it will no doubt serve its purposes much better.(2)

(1) Laws 1903, p.

(2) Provision has been made for building a home with commodious grounds in the country adjacent to the city.

III. THE FIRE DEPARTMENT.

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1. Introduction.

The maintenance of the public security from destructive fires is recognized as one of the state's primary functions. This branch of governmental activity has in our country been delegated to the respective localities which are to be protected, for they are usually the only ones directly affected. In the effectiveness of the agencies employed to combat the fire-fiend American municipalities lead the world; and with pardonable pride, we may say that the fire department which is the subject of this study ranks second to none among these in equipment, skill, and discipline.

In spite of our efforts, however, we yearly lose by fire nearly \$200,000,000 worth of property.(1) The causes of this enormous loss are several. The chief among them are: Our insurance system which leads to wilfull and careless fires; the inadequacy of our fire departments in many communities which though better than those of other countries, have nevertheless greater difficulties to contend with; and the greatest cause is that our cities have, in a large part, been built of wood, and this fact combined with poor building

(1) Forum 29:566.

regulations accounts in a large measure for our enormous ash heap. Our towns have been built hurriedly and cheaply, using vast quantities of wood, which was available and comparatively inexpensive, and where building regulations have been enacted they have been poorly drawn and not very scrupulously followed.

This has brought a condition which of necessity compelled the taking of steps for fire protection. No town or city of any size has failed to take measures for organized action in case of fire, such as providing fire-buckets and ladders. As the need for them grew volunteer companies were organized, which soon became quasi-public institutions. Their expenses were paid and apparatus was provided by the municipality. Then the volunteer organizations were supplanted by the paid and disciplined force constantly on duty. Such is the process of development in the rise of the Kansas City Fire Department.

A discussion of the Kansas City Fire Department divides itself naturally into two periods, which while they overlap to a certain extent are fairly well defined. The distinguishing characteristic of the two periods is: that during the first period, from 1853 to 1872, the city depended upon a volunteer fire department; and during the latter period the city has had a paid fire department. For convenience we shall designate these periods as; the Period of the Volunteer Fire Department, and the Period of the Paid Fire Department.

2. The Period of the Volunteer Fire Department. 1853--1872.

During this period several amendments were made to the charter of the city but none of them made any great change in the fire department. The tendency was, as before noticed, to specify more particularly the powers of the council in the respective fields. The charter of 1853 provided that the council should have the power to regulate the cleaning of chimneys, the inspection of building material, the storage of gunpowder and other combustibles; and provide for the extinction and prevention of fires, and establish fire companies. The amendment of 1859 made no material change except that it went into the matter of building regulations, providing that the council should have power to prevent the erection of wooden buildings and factories within certain limits. Provision was made to compel owners of houses to provide necessary safeguard against fires; and for the protection of property at fires. In the amendment of 1867 the powers of the council over the fire department are gone into in great detail. Special emphasis is given to the organization, equipment, and compensation of the department. No further change of importance was made in the charter until the close of this period. (1)

Pursuant to the powers granted by the charter the council in 1856 enacted the first ordinance bearing upon the fire department. This ordinance was for the prevention of fires.

(1) See Appendix "A".

An examination of the ordinance indicates that many of the buildings of this future metropolis were mere tinder boxes, and that necessary precautions had not been taken in the erection of chimneys: A stove-pipe in many cases through the roof answered the purpose of a chimney.(1) Provision was made in 1859 for the storage of gunpowder and other inflammables.(2)

In 1860 provision was made for building cisterns in the public square, and further regulations prescribed regarding chimneys and stoves, and the storing and conveying of gun powder and other combustibles, and the disposing of litter.(3)

During this year the city engineer was ordered to have constructed hooks and ladders for two companies and the ordinance continues that:"When these are completed any number of citizens of Kansas City, not less than ten, are authorized to meet together and organize a Hook and Ladder company, which shall be under the supervision and management of a leader elected by themselves." The members of these companies were required to sign articles of association and they were exempted from poll taxes.(4) Just what action was taken under this ordinance we are unable to say, but some action was taken as we shall point out in the resume of this period.

(1) Bk. A 153.

(2) Bk. B 5.

(3) See Appendix C under the year 1860.

(4) Bk. B 85.

Nothing further was done by the council until 1866. In this year the council provided for the organization of a volunteer fire department which was to use the apparatus provided by the council. This consisted of companies of not less than twenty men, who elected their own officers and a standing committee. This committee had charge of and kept the apparatus in order, and with the consent of the mayor they might incur an indebtedness not exceeding fifteen dollars for such purposes. Provision was made for the appointment of a superintendent of the fire department by the mayor with the consent of the council. The superintendent held office for one year, and had control over the officers and members of the companies.(1)

The year 1867 was one of considerable activity in providing for the fire department. Fire limits were established within which no wooden buildings were to be constructed. Provision was made for the purchase of a fire engine, the building of an engine house, and the construction of six new cisterns. The purchasing of a fire engine necessitated a change in the organization of the fire department and did away with an entire dependence on volunteers. The needs of the department now required a few men of skill to give up their entire time, and accordingly an ordinance was passed providing for the

(1) Bk.B 416.

organization in addition to the other companies of a "Steam Fire Engine Company". This company had three members who were paid a salary, and then there were extra men who served at fires without compensation.(1)

The next advance was the purchase of horses in 1870. During this year the number of paid firemen was increased, and compensation was allowed to the Hook and Ladder men and to the superintendent of the fire department. There were now five Hook and Ladder companies with headquarters in different parts of the city. Provision was made for the building of five new cisterns. The fire limits were changed twice during the year. There was considerable trouble in defining ~~of~~ the fire limits as one might expect in a new and rapidly growing city; and this marks the beginning of the numerous changes that have continued to the present time.(2)

The following year the fire limits were extended, and the council began the practice of passing ordinances allowing
(3)
frame houses to be built within the fire limits. By this means the man with sufficient influence was able to construct a wooden building within the fire limits. We are, however, to remember that conditions were such that it was very hard at this time to lay down any cast-iron rule, and it was not until some time

(1) See Appendix C under the year 1867.

(2) " " C " " 1870.

(3) Bk. E 23, 100, 126.

later that such permits became a nuisance. They consumed a great deal of the council's time, and of course the council did not, and could not take every precaution to prevent abuses. This was an era of special legislation and the city as well as the state freely indulged in private bills. It was not until the creation of the office of Superintendent of Buildings in 1884 that an ordinance was passed conferring upon him the right to grant such permits under strict rules governing the same. The council can grant such permits now but rarely does, the matter being left with the Superintendent of Buildings and an advisory board. (1)

During the year 1871 and 1872 there was considerable trouble between the fire companies and the council which ultimately resulted in the companies being disbanded. The council appointed a superintendent whom the volunteer companies did not like and as a result a number of the companies refused to serve under the superintendent. The council passed an ordinance requiring ^{that} all employees of the fire department should take an oath to faithfully discharge their duties. Most of the companies then disbanded and were gradually succeeded by paid men. (2)

We have now traced the legislation concerning the fire department down to 1872. In as brief a manner as possible

- (1) Rev. Ords. 1898, Sec. 221, and infra pp. 71-74.
- (2) Bk. E 130.

we shall outline what was done in carrying out this legislation. Mr. Case gives the following account of the fire-fighting organization in the early days of the city:

"Kansas City has been fortunate in escaping the destructive effects of fire, never having been visited by any of those sweeping conflagrations which sometimes wipe out a town, especially in its wooden days. Much of the good fortune is due from the effective manner in which fires have been handled by the fire department, from the days of the old-time "bucket brigade" to steamers and water works. In the early days, on an alarm of fire being given, every able-bodied citizen grabbed a bucket in each hand, and started for the scene. Some one of the number, by common consent, took command, lines were formed to the nearest water, and full buckets passed forward from one to the other to be emptied on the flames, and passed back to be replenished. This process was continued until the fire was put out, or the building burned down,--more often the latter. This was certainly a very primitive method, but it was the best that could be done at that time. The first improvement in the matter was the building of cisterns at various places about town, which were kept filled in case of need. One very large one was built on the southwest corner of the public square. The next advance in order was the purchase of a hand engine, and a regular company was organized to work it, but the names of its officers and members have not been preserved, and their fame lost to posterity." History of Kansas City, p.68.

The first fire company organized in the city was the John Campbell company. It was organized in 1867 and during the same year the first fire engine was purchased. Two years later the McGee Hook and Ladder company and the Washington Hose company were organized. These were volunteer companies and they attained quite a degree of efficiency.

As early as 1870 there was considerable agitation for improving the fire department, and securing facilities for fire prevention. A superintendent was appointed

during this year and in August 1871 a partly paid fire department was organized and placed under his control, but the chief reliance for fire protection was still in the volunteer companies. In April following the council appointed a new superintendent and the volunteer companies took offence and out of this fight the paid fire company emerged and the volunteer companies were disbanded.

The Chicago fire of October 1871 had the effect of hastening matters ~~up~~. There had been agitation and some steps had been taken but upon the news of the great fire the council and the people began to awake to the danger the city was in from the fire-fiend. The council took immediate action and in November ~~new~~ horses were bought and a new hose cart and three new reels. The city had then one good fire engine, three hose reels, one hose company, two hook and ladder companies and seven public cisterns, and a new engine and a thousand feet of hose had been contracted for.(1) By the next year the city had three fire engines, and before the disbanding of the volunteer companies there were ten men employed in the fire department and four companies consisting of about ninety-eight men who were paid only for the actual work done.

(1) "Times" Nov.9, 1871.

3. The Period of the Paid Fire Department. 1872--

After the disbanding of the volunteer companies the council passed an ordinance providing for the employment of part of the firemen at a regular salary and "running members" to be paid for the time served. In June the number of regular firemen was increased to twenty-two. This ordinance was not satisfactory and indeed was intended only as a makeshift. A complete revision of the ordinances governing the fire department was made the following November.

The organization consisted of a chief engineer, who took the place of the superintendent of the fire department. The chief engineer was appointed by the mayor with the consent of the council for one year. The various companies were under the control of a foreman. All members of the department were appointed by the chief with the consent of the council and the chief had power to suspend or remove members for cause. The members were required to wear badges and caps, and were not to take any part in elections. The responsibility for the condition of the department was fixed upon the chief, and each foreman was responsible for his company. Provision was made for a certain number of running members who were under the same regulations as the regular members, except they were not required to sleep at the fire stations. This was the plan for the regulation of the paid fire department. (1)

(1) Bk. E, 303.

The new regime worked well. There was some regret that the volunteer companies which had rendered such effective service were being dispensed with, but the day of the volunteer fireman had gone. Kansas City began to depend upon her paid fire department, and well has the department merited the dependence which has been put in it. While the volunteer organizations were done away with, not all the men were paid men in the sense that they now are. There was still a large number of the men known as "running members" who did not stay at the engine house but worked at some occupation and reported when the fire alarm sounded, and these men were paid for the actual service rendered. (1)

Various improvements were made during the next two years and additional equipment procured. An engine house was built in West Kansas City, and the precedent was set which has been followed to the present day of having the work done by the men of the department. In 1875 the water works which had been the subject of a prolonged discussion went into operation. On January first, 1876, the chief reported that the department employed 24 men, and that the apparatus consisted of three engines, four hose reels, one hook and ladder truck, 9000 feet of hose, and twelve horses, and that the fire alarm telegraph was to be put in during the coming month. (2)

(1) Times Oct. 31, 1872.

(2) Times Jan. 10, 1876.

During these years of 1875 and 1876 two important matters were disposed of that have not been noticed. Firemen were required to wear uniforms.(1) Another important step was made in 1876 when the chief of the department was made removable for cause only.(2) Both of these measures made for the advancement and efficiency of the department. The office of the chief became permanent instead of changing with each city administration, and this has undoubtedly contributed largely to the present condition of the department. Two years later a like provision was made in regard to all other members of the department.⁽³⁾ This was a period of experiment with the fire department and various ordinances were passed during the next few years but they made no material change in the organization. The changes that were made had to do with the duties, number, and salaries of the officers and men and need not be considered here.

The year 1877 marks the beginning of the real controversy, which we have indicated in a general way before, concerning the fire limits.(4) The fire limits were fixed twice during the year and it was provided that there should be two districts within which no wooden building should be erected, and further no repairs were to be made without the permission of the mayor, or upon his refusal the council might grant by resolution the right to make such repairs.(5)

(1) Bk. I, 199.

(2) Bk. I, 230.

(3) Bk. I, 609, and see charter 1875.

(4) Supra p. 65.

(5) Bk. I, 430.

The next change was made in the following year when the permission must be granted by the mayor, chief of the fire department, and the chairman of the fire committee of the council, and their refusal could be nullified by the council.(1) The permission of one of the aldermen of the ward where the building was to be located was then substituted for the chairman of the fire committee.(2) The council retained the power to grant the permit over the objection of this board. The following year the board consisted of the chief of the fire department and any alderman from the ward where the building was to be located.(3) Permits to make additions to frame buildings were obtained by presenting a petition to the council signed by all property owners within the block, whereupon the council might grant the same.(3)

During the following years numerous changes were made. They are not important and to trace them out only tends to confuse rather than enlighten one upon the conditions. Considerable litigation arose out of the provisions of the fire ordinances relating to the fire limits. The city authorities attempted to enforce the ordinances but found it impossible. The "Times" says: "The fire ordinance at present in force has proved so defective that it is impossible to secure a conviction that will stand for any offence, as have been proved in the failure to make a fine stand against the numerous prisoners that have been arrested."(4)

(1) Bk. I, 609.

(2) Bk. I, 624.

(3) Bk. K, 71.

(4) "Times" Jan. 7, 1880.

The evasions of the law continued and during the years 1881 and 1882 the council passed eight ordinances defining, exempting, extending and repealing the fire limits.(1) The council granted numerous permits to build wooden buildings within the fire limits during the following years. In 1886 Mayor Kumpf called attention in his inaugural address to the evils of the system. He said:"I call upon you not to violate the fire limit ordinance as has been done by former councils in allowing by resolution, property owners within the district to build frame houses which will sooner or later terminate in bringing about a catastrophe such as we have not seen since the great Chicago fire."(2)

In 1887 the fire limits were again defined and the Superintendent of Buildings(3) was given power to issue permits to erect wooden buildings within the fire limits where the permit was for such buildings as were covered by the exemptions in the building ordinances.(4) For the erection of larger buildings than were covered by the exemptions in the building ordinances application had to be made to the Superintendent of Buildings with the written consent of the property owners owning two-thirds of the front feet of the block where the building was to be located, and this application was submitted to a board composed of the superintendent, the city engineer, and the chief of the fire department, and if in the opinion of the

(1) See Appendix "C" under the years 1881 and 1882.

(2) "Times" April 20, 1886.

(3) See the following paragraph and note, and supra p. 65.

(4) Ex. U, 553.

board the permit should be granted, the permit was granted by the Superintendent of Buildings.(1)

The duties of the Superintendent of Buildings are in many instances closely related to the fire department. As the title of the office indicates, he has general supervision over the construction of buildings, and it is his duty to see that the ordinances governing the erection of buildings shall be observed. The council has provided numerous regulations covering every phase of building operations: requiring necessary precautions in the erection for the protection of employees and the public, prescribing the materials that shall be used, and the manner in which the building shall be erected. His permission must be obtained in order to make repairs or improvements or to erect buildings. It is his duty to see that provision is made for fire escapes on buildings, and that buildings are so erected as to prevent fires.(2) The plumbing inspector is under his control; and he does much of the work formerly required of the chief of the fire department. An appeal from the decision of the superintendent lies to the board of public works. He is appointed for one year by the mayor with the consent of the upper house of the council.(3)

(1) Bk. U, 553.

(2) This duty was in November 1906 placed primarily on an officer of the fire department known as the Fire Warden. His duties are: "To see to the enforcing of all laws for the protection of life and property against fire; to inspect buildings and places of assemblage and see that they have proper safeguards. In cases of incendiarism and violations of the fire protection laws, the fire warden is to file information with the prosecuting officers and swear to the complaint." "Star" Nov.25,1906.

(3) Chapter 2, Rev. Ords. 1898.

In 1889 the fire patrol and signal service was organized which acted in connection with the fire department. Its duties were to discover and prevent fires and preserve property at fires. Its officers and men were under the control of the chief of the fire department, who in turn was governed in matters pertaining to the patrol by a committee consisting of himself and four others appointed by the council; two from the local Board of Underwriters, and two from the council. The money derived from licenses on fire insurance companies, agents and brokers was applied to the support of the patrol.(1) The next year the patrol was increased to two companies.(2) The patrol was discontinued in 1903 and the right to operate a fire patrol and salvage corps was granted to the Kansas City Insurance Agent's Association, for a period of thirty years. The employees have the same rights and duties as the members of the former patrol had, but the city is exempted by the terms of the franchise from any liability for damage done by the association or its employees, or for any debts incurred by it. The property of the old patrol was turned over to the association which is to maintain it and return it at the expiration of the time in good condition. All receipts derived by the city from licenses on fire insurance companies, agents, or brokers are paid to the association to maintain the patrol, and the city provides the association with fire alarm service free of charge.(3)

The waterworks that were put in in 1875 by a private company

(1) Bk. 4, 581.

(2) Bk. 11, 199, 446.

(3) Bk. 48, 102.

were acquired by the city in 1895. They had been the subject of constant controversy for over ten years. The city refused to pay the company because it claimed that the company did not furnish sufficient hydrants or pressure for fire protection.

Since 1880 the growth of the department has been steady. In that year there were only twenty-one men employed, but by 1887 there were sixty-nine men employed and there was a proportionate increase in equipment and horses.(1) The charter of 1889 made no change in the fire department. It provided that the members of the fire department should hold their positions during good behavior and provision was also made for pensions for firemen. The state legislature had enacted a law in 1885 providing that any city having a population of 50,000 or over might organize a fire department pension fund and relief association. Two years later the council provided that all funds derived by firemen from pumping out cellars or ponds and such other work as might be permitted by the mayor, outside their proper and legitimate duties, together with all money derived from the sale of condemned stock and other articles of value belonging to the fire department, should be paid to the secretary of the firemen's pension and relief association. The fines collected for the violation of the building ordinances; obstructions in the streets; and regulating the storage of combustibles were turned over to this fund.(2) This association has done a

(1) Report of Chief of F.D. Apr.1881; Times Dec.31, 1887.

(2) Bk. U, 605.

valuable work in aiding the members of the department. In 1903 the council required that all applicants for positions in the department should be examined by the association's physician, who reports to the chief of the fire department.(1)

The fire department as early as 1872 was the pride of the city and it has continued to be the most popular branch of the city government, and the department has merited the support which it has received from the press and people of the city. At the International Fire Exhibit in London in 1893 the Kansas City representatives won first prize, and at the Paris Exposition they were the recipients of first honors. No discussion of the fire department of Kansas City would be complete without some mention of its renowned chief, George C. Hale. He was chief of the department from 1882 to 1902, and contributed largely in bringing the department to its high standard of efficiency and discipline. During his connection with the department he took out sixty-two patents on fire apparatus, thus showing that he had not only the power to organize a department but a wide knowledge of the intricate machinery used in modern fire-fighting. The most important of

(1) Bk. 43, 611.

these inventions are the swinging harness, the water tower, and the automatic fire alarm.(1) He was a strict disciplinarian, and any member who was insubordinate or incompetent soon found a place outside of the department. As to the ordinances regulating the employing and dismissal of members of the department the "Times" says: "These ordinances have made possible a successful combination of men holding their jobs regardless of politics but not being able to fall back on the technicalities of the law in case they are insubordinant or incompetent. The credit for these laws belongs largely to Chief Hale."(2)

The organization of the fire department at the present time(1906) consists of the chief, secretary and assistant secretary, six assistant chiefs, foreman of the various companies, a master mechanic, electrician, and the regular and substitute members.(2) In 1905 there were 223 men in the department; twenty-two engine houses; eighty-one horses, and a full equipment of the latest and best fire-fighting apparatus. We have now traced the development of the fire department from its meager beginnings to the present time; from volunteer companies to a paid department which is a model organization of its kind in point of equipment, skill, and training.

(1) Kansas City World, Aug. 30, 1902.

(2) "Times" April 10, 1902.

IV. THE PUBLIC HEALTH DEPARTMENT.

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1. Introduction.

A discussion of the public health department necessarily includes a broad field of municipal activity. This is especially true under modern conditions in our large cities; embracing as it does the prevention and confinement of epidemic diseases, cleaning of streets, removal of garbage, inspection of plumbing and house drainage, regulating sewers, examining public and private buildings, defining and removing nuisances, inspection of foods, milk and water, providing hospitals and dispensaries, and numerous other activities. Indeed, so broad is the field that every act of the individual within our large cities is touched or touches some point within it. The regulations in the United States bearing upon this field are far behind those of some of the European countries, but in the last thirty years there has been much progress toward a better state of affairs. Scientific discoveries have revealed the causes of disease and we are enabled to remove these causes in most cases where the financial burden is not too great. With the growth of knowledge a more uniform set of regulations have been enacted and the

emphasis in these regulations is not placed on how to cure conditions after, but how to prevent them before the disease appears.

The year 1882 marks an epoch in the development of public sanitation. The discoveries of Koch and others explained many things that had hitherto been mysteries. Before that many believed that an epidemic disease was the result of chance or if they were devout, that it was the wrath of God. Pestilences have been shown to be the result of unsanitary conditions, and the way to be rid of them is to keep the vicinity clean. It has been further discovered that the time to act is before the disease makes its appearance. The discovery and use of serums to prevent infectious diseases followed. More stringent regulations were enacted governing the vending and supplying of the necessities of life; and provisions made requiring that the home, the factory, and the place of business should be at least not in open violation of the laws of health.

There is much to be done along these lines in our cities to-day; but we have made progress. We have come to identify the public health, not with disease, but in a measure we begin to appreciate it and identify it with health and cleanliness. Our practical sense understands these, because to them there is attached a social and commercial value.

Numerous plans of organization for this department have been tried by different cities. The most common being to provide for a local board of health defining its powers and duties in a general way. From the very nature of the subject to be dealt with the boards were given wide and comprehensive powers; becoming in cases of emergency legislative and administrative powers. These boards are usually given the legal power to make and enforce such rules and regulations, which are consistent with the laws and charter of the city, as they may deem fit in all matters affecting the public health. And in practice this power amounts to the power to do whatever public opinion sanctions.(1)

Owing to the numerous activities to be considered in this field we are forced for convenience and clearness to make a somewhat arbitrary division of the discussion. We shall consider the public health department under four divisions. The first treats of the organization and the powers and duties of the officers of the department. The second considers the general subject, sanitary regulations, which comprises those regulations governing nuisances, garbage, examination of public and private buildings, inspection of foods, milk and water, and activities of a like nature. The third treats of regulations for the prevention and confinement of contagious diseases; and the fourth treats of the hospitals.

(1) For references covering points in the introduction see Bibliography under Health Department.

**2. The Organization and the powers and duties of the
Officers of the Health Department.**

The charter of 1853 vested power in the council to make regulations securing the general health of the inhabitants. The council was specifically empowered to enact measures to prevent and confine contagious diseases, and prevent and remove nuisances. But no health department was organized until 1859. In this year an ordinance was passed providing for a board to be elected by the council.(1) The street commissioner was made an officer of the board and a new officer was placed under the board, designated as the health officer.(1) The ordinance in itself was very complete but it was too complex and its administration was too expensive. Nothing was done under the ordinance, and with the coming on of the civil war and the straightened condition of the city's finances they were forced to rely on the mayor and the marshal to enforce the quarantine and sanitary regulations.

In 1866 there was some apprehension on account of cholera and the council provided that the mayor should appoint a board of health to consist of three members, one of whom was required to be a physician.⁽²⁾ What this board accomplished I am not able to say but it appears that the state legislature thought it desirable to provide for a board of health, and in

(1) Bk. B, 23.

(2) See Appendix D under year 1866.

the amendment to the charter of 1867, in addition to giving the council ample powers to enact regulations for the public health, required the council to appoint a health officer for a term of two years, and a board of health to consist of five physicians.(1) This provision requiring a board of health
(2)
was repealed the next year. The council then provided for the office of city physician and the organization of a sanitary system.(3)

The city physician became under the terms of this ordinance the health officer of the city and had charge of matters pertaining to public health in every form. There was a health officer under him who inspected and made reports. The city physician reported to the council and advised it as to the measures to be taken. The city was divided into districts and in times of an epidemic a physician was appointed in each one of these districts. For the larger part of the time the police had charge of the enforcement of the sanitary regulations, but from time ~~times~~ to time there were from two to six sanitary sergeants who gave special attention to the
(4)
inspection of buildings and grounds to guard against nuisances. It was also made the duty of the city physician to collect and keep the vital statistics of the city.(3)

- (1) Laws 1867, p.18.
- (2) Laws 1868, p.208.
- (3) Bk. C, 259.
- (4) Bk. E, 413, 426

This arrangement continued until 1878 when the council created a board of health. This board consisted of six members, one appointed from each ward in the city. They were appointed by the mayor with the consent of the council for a term of one year.(1) The board and the council could not agree and the next year the council provided for the organization of a new board. This board consisted of the mayor, the chief of police, the chief of the fire department, the city physician who was made sanitary superintendent, and an assistant sanitary superintendent who was elected annually by the council.(2)

The sanitary superintendent ~~is~~ ~~has~~ immediate control of the assistant superintendent, who was to see that the sanitary ordinances were enforced. He was required to make inspections, and report nuisances and epidemics. This ordinance defined the powers of the board and the duties of its officers very extensively.(2)

The board is required to meet once a week. It is given power to destroy property, to close up streets, and other extraordinary powers necessary to the preservation of the public health. A clerk is provided who is to keep a record of the proceedings of the board and keep books for collecting the vital statistics. Physicians are required to report to the board all deaths, and burials are forbidden without a permit from the clerk of the board. The police are required to aid in carrying out the orders of the board.(2) In 1882 the office of clerk of the board of health was created.(3)

(1) Bk.I, 543, 582. (2) Bk.K, 57, 104, 133. (3) Bk.P, 638.

From the numerous ordinances passed during the next few years one would determine that the board of health was^d a very important body. But it appears that the board did not have much to do with the affairs that the ordinances gave them power to control. The sanitary superintendent and his assistant with the sanitary police had the work to do and that without the aid or hindrance of the board. (1)

Provision was made in 1885 for the appointment of a city chemist and he was made ex officio a member of the board of health.(2) The organization of the sanitary police was changed during the year 1888 and provision made for two mounted members and the sanitary superintendent was given power to discharge them.(3) The new charter of 1889 made no change in the organization of the board, but provided that the city physician should hold his office for a term of two years. A reorganization of the board was made in 1893 but no material change was made except the qualifications for assistant sanitary superintendent were raised, and his term of office was made two years.(4) The council in 1898 made the city chemist an appointee of the board, and substituted the superintendent of streets as a member of the board in his place.(5) The board of health is composed of the mayor, who is the president of the board, the

(1) Times, July 12, 1884.

(2) Bk. T, 39.

(3) Bk. 2, 255.

(4) Bk. 20, 220.

(5) Rev. Ordinances 1898, Secs. 943 & 1015.

chief of the fire department, chief of police, and superintendent of streets, who are ex officio members, and two other members nominated by the mayor and confirmed by the upper house of the council. One of these members in addition to being a member of the board is the city physician, and the other in addition to being a member of the board is the city health officer.(1)

The present board of health has (July 1906) thirty-nine persons employed in the health department, not including the employees at the city hospital. Included in this number are the city physician, the health officer, the clerk of the board, the clerk of the garbage department, the sanitary inspectors and the quarantine officers. It is not possible to find the number of persons that were employed in this department during the preceeding years because the records are incomplete; and if it were possible, the list of employees in this department is so irregular, that the data obtained would be of little value as a comparative study. The garbage contracts are paid through this department, and the inspecting of the work done by the garbage collectors is made by the officers of the department and the police. The offices of the board are located in the city hall. A dispensary is maintained at the office and provision made to distribute medicine and give advice to the indigent sick.

(1) Rev. Ordinances 1898, Sec. 943.

3. Sanitary Regulations.

We have already noted the powers of the council in relation to the health department under the various charters and no particular mention will be made of them under this division. The first sanitary regulations enacted by the council provided for the walling up of the public well, and this was followed by an ordinance regulating and defining nuisances.(1) These regulations refer to privy vaults, stagnant pools, dead animals, and the depositing of animal or vegetable matter within the city limits, and it was the duty of the marshal to see that these regulations were enforced. The nuisance ordinances were amended in 1858 special reference being made to hotels and boarding houses, and the depositing of rubbish and filth in the streets, alleys and back yards, and all persons were forbidden to use sewers that terminated within the city limits(2).

These ordinances were again amended and new regulations governing privies, and the disposition of filth and stagnant water, enacted. Provision was made for the regulating of slaughter houses, livery stables, and certain manufacturing establishments which were offensive and injurious to the public health.(3) In order to ascertain the violators of the nuisance laws the informant was given one-half of the fine

(1) Bk. A, 125, 142.

(2) Bk. A, 218.

(3) Bk. B, 92.

collected. Regulations were enacted declaring that it was a nuisance to allow hogs to run at large.(1) In 1866 the refuse from certain manufacturing establishments was required to be dumped in the Missouri River once every day.(2)

In 1869 the erection of slaughter houses within the city except along the Kaw River was forbidden, and regulations enacted as to the cleaning and removing of offal from them.(3) There was from time to time various amendments made to the nuisance ordinances, and varying degrees of success was had in their enforcement.(4) As the city grew the problems connected with nuisances became more difficult of solution, and conditions were often very bad. The report of the city physician for 1882 after calling attention to various evils recommended that legislation be enacted forbidding the pollution of soil and water, and that privy vaults and cess-pools be made water tight, and that people be compelled to make sewer connections where possible.

During the year 1883 regulations were enacted governing the removal of night soil and the hauling of liquids and slops on the streets; and the killing of stock or poultry, except in regular packing houses was forbidden.(5) Provision was made at various times for a scavenger. His duties in general were to remove the debris and refuse from the police and fire stables

(1) Bk. B, 160.

(2) Bk. C, 27, 67.

(3) Bk. D, 77.

(4) See appendix D for the ordinances cited.

(5) Bk. P, 486,574; and Bk. R, 197.

and remove dead animals from all parts of the city. This office was not a continuous one for much of the time these matters were attended to by contract.(1) The new feature of the health administration in 1896 was the cleaning of the streets by uniformed men, and the next year attempts were made to abate the smoke nuisance but with indifferent success.(2) We have thus noted in a general way the development of the nuisance ordinances and we shall now consider the provisions made for the care and disposal of the garbage.

The first organized effort on the part of the city to dispose of the garbage began in 1873. The city was divided into six sanitary districts with a sanitary sergeant in each district. The inhabitants were required to keep their garbage in tubs and barrels and a contractor was employed to collect and haul the contents to the dumps on the river.(3) This, however, was kept up only during the summer months and then not all the time. The ordinance of 1879 creating a board of health provided that garbage should not be thrown on the streets, and defined garbage to be any animal or vegetable matter.(4)

The matter of the disposition of garbage was of considerable concern to the health authorities for the next few years. The city relied upon contractors to do the work when it was absolutely necessary, but much of the time no provision was made. The city physician in his reports in 1882 and 1885 asked that some plan be adopted for the removal of garbage during the hot months, and as soon as the city was financially able that it

(1) Bk. K, 84,476; W, 126; 11, 395; 18, 37; 23, 514.

(2) Bk. 23, 566.(3) Bk. E, 426. (4) Bk. K, 133.

be removed all the year.

The establishment of dumps for garbage and other refuse was an important question that had been up before the council at various times for consideration. The general plan followed was to grant a franchise whereby the grantee agreed to maintain a public dump under the supervision of the board of health. The dumps were constructed on the river in such a manner that the refuse would be carried away by the current.(1) The city in 1886 became dissatisfied with the dumps and arranged to build a public dump of its own.(2) These dumps were the cause of a great deal of litigation and trouble to the council for no sooner would one be established than the property owners in the vicinity would take steps to have it moved.

In 1887 the council undertook to regulate the matter of garbage in detail. Garbage was defined by the terms of the ordinance and the city was divided into two garbage districts. The contracts for the removal of the garbage were let by the board of health with the consent of the council. The board of health was required to see that the terms of the ordinance were complied with. The contractors were required to call once a day and remove the garbage in water tight wagons. The

(1) Bk. T, 513.

(2) Bk. U, 471.

inhabitants were directed to place the garbage in suitable vessels in convenient places for the collection of the garbage by the contractors. It was made the duty of the police to inspect and see that the terms of the ordinance were complied with, and report violations to the health officer.(1)

The following year the garbage department was created, but the system inaugurated in 1887 failed partly on account of the contractors and partly on account of the lack of support on the part of the people. After urgent requests of the city physician the council in 1893 provided for a new garbage system. The city was divided into ten garbage districts and contractors were required to bid on each district separately. The contract was made with the president of the board of health and confirmed by the council. The health department had control of the work done under the contracts.(2)

This plan worked very well and the health officer reported that 6,521 loads of garbage had been hauled, and that "the system should be perfected and continued by all means." The mayor in a message concerning the affairs of the city in

(1) Bk. W, 271, 591.

(2) Bk. 20, 72.

January 1894 said concerning the garbage matter: "We began

last year the attempt of the removal of the garbage by the municipality. I am free to confess that the problem caused the officers of the department and all connected with the board of health a great deal of trouble when it confronted them. The fact that the system was new, that our people come largely from small towns or from the country, where they had not been accustomed to the collection and distribution of garbage and were slow to obey the sanitary laws, coupled with the further fact that a similar system tried once before had proven a failure, gave us grave concern as to whether we would be able to successfully enforce the law. I take pleasure in calling your attention to the fact that the system has proven a success, the garbage was fairly well removed, the cost was small and no serious trouble was incurred in inducing the people to obey the requirements of the ordinance. The contract provided for the collection of garbage for six months only. If our financial condition was such as to warrant it, in my opinion the contract should cover the entire year. We will in the near future, be met with the more serious question of the proper disposal of the garbage collected, and this question cannot be solved until an inexpensive process of cremation is introduced."

With the exception of the times when the council and the board of health failed to agree upon the awarding of the contracts this is the system that has been followed to the present time. There is, however, since 1905 provision made for the collection of garbage the whole year. The work is inspected by officers of the board and the work is paid for through the health department.(1)

The examination of public and private buildings for the purpose of seeing that they were kept in wholesome condition was provided for in the first ordinance creating a board of health. The street commissioner was authorized to enter and

(1) Bk. 54, 76, 140, 183; Bk. 56, 91; Bk. 57, 221.

inspect all buildings, yards, and enclosures and report all places to the board of health where filth, stagnant water or refuse was allowed to gather.(1) This duty was turned over to the health officer and his assistants in 1879; and before this time it had been left for the most part to the marshal and the police.(2) The ordinance providing for the board of health in 1879 gave the board sanitary supervision over all premises within the city, both public and private, and specifically enumerated public and private schools, places of amusement and public resort.

The city physician in his report for 1882 called attention to the "kinds of buildings lately put up in the city and the crowding together of houses," and urged a consideration of the subject of house drainage and sanitary plumbing. Nothing came of the recommendation until 1885, when the council passed an ordinance regulating tenement houses; and later an ordinance regulating plumbing and house drainage.(3) There had been some attempt at tenement house legislation before this time, but it was indefinite and inadequate. Tenements were defined and overcrowding was forbidden. The houses were to be kept clean and have adequate facilities for the health and comfort of the occupants. Connections were to be made with the sewer upon the order of the sanitary superintendent; and the superintendent of buildings was to approve of the connections. The sanitary

(1) Bk. B, 23.

(2) Bk. K, 133.

(3) Bk. R, 281;405, 429.

superintendent was given power to order such houses vacated whenever he thought that they were infected or liable to breed a pestilence. The matter of ventilation was provided for and no person was allowed to rent a cellar for a sleeping room.(1)

The plumbing ordinances required that plumbers should file a bond and that any person erecting a building should have the drainage plans approved by the sanitary superintendent. The whole matter of drainage was taken up; describing the materials that should be used and the location of the pipes, and requiring that water should be provided for flushing the pipes.(2) Later these ordinances were so amended that the plans for drainage and plumbing were required to be filed with the superintendent of buildings and be approved by him and the sanitary superintendent.(3) Two years later the offices of plumbing inspector and an assistant were created.(4)

The charter of 1889 went into great detail in defining the powers of the council over matters pertaining to the public health, but the powers themselves were not materially changed. It was provided, however, that whenever the city physician declared that connection with the water mains were necessary for the health of the inhabitants of any house the owners or their agents should cause such connections to be made.(5)

Provisions were enacted in 1884 regulating the employment of children and forbidding their employment under certain conditions at all.(6) Factory regulations were prescribed in

(1) Bk. R, 529. (2) Bk. R, 405, 429. (3) Bk. R, 429.
(4) Bk. W, 220, 364; Bk. 1, 17. (5) Charter 1889, Art. III. Sec. 1.
(6) Bk. R, 429.

1894 and later a factory inspector was appointed, who was placed under the control of the superintendent of buildings.(1) The plumbing regulations were revised from time to time but the general scope of these ordinances have already been indicated. In the revision of the ordinances of 1898 the matter of ventilation and other subjects relating to tenement houses were readjusted; factories were required to provide lunch rooms and wash rooms; and regulations were made forbidding the overcrowding of shops.(2) Expecterating was forbidden on street cars and public buildings.(3)

Numerous provisions have been made for the inspection of foods, water and milk. Beginning with the early provisions for the cleaning and protecting of the public wells these regulations have grown in number. In 1866 during the cholera scare the sale of certain vegetables was forbidden in the city.⁽⁴⁾ Regulations were enacted in 1878 governing the sale of fish and the ordinance creating the board of health in 1879 provided that the board might order the destruction of unwholesome meat and fish, and the cutting of ice for sale within the city limits was forbidden. Persons were forbidden to dispose of any diseased, decayed or adulterated provision of any kind, and were not to adulterate milk, liquors, drugs or medicines.(5)

(1) Bk. 20, 358.

(2) Rev. Ords. 1898, Art.VIII. Secs. 39, 40.

(3) Rev. Ords. 1898, Sec.528.

(4) Bk. C, 69.

(5) Bk. K, 133.

The condition of the milk supply was noted in the report of the city physician for 1882. He said: "The milk supply of this city is skimmed, watered, and otherwise adulterated," and recommended an ordinance regulating the sale of milk. The next year such an ordinance was enacted, and again amended the following year. But these ordinances accomplished little or nothing as there was no administrative machinery to detect the violations of the law and enforce it. In 1885 the office of city chemist was established who was required to inspect all articles of food and prosecute violators of the pure food ordinances.

The board of health was required to aid the city chemist; and the sale of unripe and unwholesome fruit, adulterated, skimmed or impure milk and cream, ice cut from certain streams, and all unwholesome articles was strictly forbidden. The board upon the declaration of the city chemist that the articles inspected were impure was empowered to destroy such articles. Like regulations were applied to wells, cisterns and springs and if declared impure by the city chemist the owner was required to remove the cause of the impurity. Dairymen, milk and cream dealers were required to obtain licenses; and the dairymen were to allow the city chemist, sanitary sergeant, or police to inspect his cows, their food, stables and pastures, and if they were not properly kept the owners were not allowed to sell milk in the city.(1)

(1) Bk. T, 39, 146, 153, 163,

Previous to this time the office of meat and stock inspector had been created. He was under the control of the sanitary superintendent, and inspected stock coming from the stock yards and all other stock slaughtered and meat offered for sale in the city.(1) The ordinances governing the inspection of foods have been amended from time^{to time} and the officers who are to enforce the laws have been changed. But the plan that has been indicated in the ordinances already examined has been followed closely. In 1895 the health officer was empowered in addition to the city chemist to make numerous examinations of foods, drinks and ice; and provision was made for the examination of cows suspected of having tuberculosis.

In 1899 bakeries were regulated and licensed and unwholesome bread was to be destroyed. The offices of inspector of meats and inspector of milk(2) were combined in 1900 and in 1904 the offices of milk inspector and assistant milk inspector were created; and the office of inspector of meats and fish was established.(3)

The administrative machinery for the enforcement of the pure food laws of the city is quite efficient. Those violations of the law which can be detected by casual examination are amply provided for with the inspectors of various articles of food. Those violations of the law which cannot be detected,

(1) Bk. P, 574.

(2) Provided for in 1895, Bk. 20,635.

(3) Bk. 48, 306, 307.

except by chemical analysis are also provided for. A chemist and an assistant are employed who have offices at the city hall and a laboratory which is fitted out with the necessary apparatus. The scope of the activity of this office may be seen from the report of 1906. There were 2,313 analyses made including tests of water, foods, meats, milk and cream.(1)

Within the scope of sanitary regulations various other ordinances of the city might be included with propriety. Regulations governing the burial of the dead; provisions for morgues and cemeteries have been enacted. The practice of medicine and midwifery have been regulated. Indeed, those regulations governing the housing of the poor, maintenance of parks, recreation grounds, baths, sewers; and those controlling markets, theatres and other places of public resort are all in a measure sanitary regulations. And these matters have all in some degree at least received the attention of the city authorities.(2)

(1) Kansas City Journal, Jan.6, 1907.

(2) For ordinances covering subjects in this paragraph see Appendix D.

4. Regulations for the Prevention and Confinement of Contagious Diseases.

The first ordinance passed for the maintenance of the public health in Kansas City was a quarantine measure applying to steamboats, and it was made the duty of the wharfmaster to enforce it.(1) General regulations for the control of contagious diseases were provided in the first ordinance creating the board of health. Physicians were required to report such cases to the board who could either remove the patient to a temporary hospital or have the place quarantined.(2) The health officer was to see to the enforcement of this part of the ordinance. In 1860 provision was made for a more careful inspection of boats and a quarantine station was established.⁽³⁾ ~~The~~ ~~the~~ ~~year~~ ~~1864~~ ~~for~~ persons keeping boarding houses, hotels, or private houses were required to report cases of contagious diseases to the marshal, and persons attending upon a sick person suffering with a contagious disease were forbidden to mingle with other people.(4)

Small pox and cholera were the cause of a great deal of trouble to the municipal authorities during the early years of the city's history, owing to the lack of facilities in handling

(1) Bk. A, 124.

(2) Bk. B, 23.

(3) Bk. B, 94.

(4) Bk. B, 354.

and preventing such diseases. The amendments to the city charter from time to time provided in detail the powers of the council to enact measures for preventing and confining contagious and pestilential diseases. The year 1872 was marked by another outbreak of small pox and the council provided a physician for each ward to vaccinate all persons who would submit to the operation, and 2,301 persons were vaccinated under this plan.

When the board of health was organized in 1879 the sanitary superintendent and his assistant were charged with the enforcing of the ordinances regarding infectious diseases and the procuring of information when any such disease is introduced into the city.(1) This provision was amended in 1881 when the small pox became epidemic in the city. The mayor appointed a physician to vaccinate persons in each ward, and later in the year the ordinances governing persons having a contagious disease and residing in a hotel or boarding house were amended and the sanitary superintendent authorized to remove them to the city hospital.(2) The owners of such houses or hotels were required to report any cases of contagious disease to the sanitary superintendent under penalty for failure to do so. Parents were required to have their children vaccinated and no teacher was allowed to receive any pupil into the schools who had not been successfully vaccinated, and inspectors were appointed to see that this provision was carried out.(2)

In the regulations provided in 1885 for governing tenement

(1) Bk. K, 133.

(2) Bk. K, 615. See appendix D, under year 1881.

houses the owners or their agents were required to notify health department in case of contagious diseases, and these houses were then disinfected and cleaned under the supervision of the health department.(1) The ordinances concerning contagious diseases were amended in 1891 but no material change was made, and in 1894 provision was made for the procuring of anti-toxin serum for the treatment of diptheria. Provision was made in 1903 for registration of persons having tuberculosis. The clerk of the board keeps a record of such persons and the city physician may require certain precautions where the person is located in a tenement house, hotel or boarding house. (4)

These ordinances show the general plan that has been followed in dealing with contagious diseases. At the present time person suffering with such diseases are removed to the city hospital where possible, and if it is not possible guards are provided to watch the houses and see that no persons enter or go out of the same unless permitted to do so. The whole matter is regulated in detail and no special changes have been made from those that have already been noted.(5)

(1) Bk. R, 281.

(2) Bk. 11, 544.

(3) Bk. 20, 463.

(4) Bk. 48, 44.

(5) See Revised Ordinances, Ch.16, Art.III.

5. Hospitals.

The first hospitals in the city were those houses which were used for temporary hospitals in case of small pox and these were provided for in the ordinance creating the board of health in 1859.(1) The health officer was given supervision over these hospitals. Various places and expedients were tried in the establishing of these pest houses. Most of the time a building in some out of way place was procured, and in 1866 the city took possession of an island in the Missouri River and built a small pest house there.(2) The charter of 1867 recognized the difficulty of procuring a suitable house for such purposes and authorized the board of health to condemn private property for such purposes.(3)

The first hospital that made any pretensions of being a hospital was built in 1867, and improvements and additions were made to it the following year.(4) It was determined in 1872 to vote bonds for the purpose of building a new hospital but before the bonds were issued the amendment to the city charter fixed its debt making power and this limit had been

(1) Bk. B, 23.

(2) Bk. C, 64.

(3) See Laws 1867, p.18.

(4) Bk. C, 201; Bk. C, 308.

passed and the plan was defeated. The panic of 1873 and the consequent financial embarrassment made it impossible for the city to provide adequate hospital facilities for a number of years. During the year ending March 1st. 1872, 293 persons were admitted to the city hospital for treatment. Female nurses were provided for in 1873.(1)

The pest house was changed again but the roads to it became impassible and they were forced to again take possession of an island in the river. Conditions at the general hospital did not improve and a movement was started at a mass meeting of the citizens to build a hospital but nothing was accomplished. At a meeting of the physicians of the city in 1878 the council was urged to build a new hospital. They described the hospital as, "merely a dilapidated old barn in the center of a four acre lot remote from the city, devoid of attraction, shade or comfort", and worse furnished than the work house.(2)

The following year the conditions at the hospital were made worse by a fire, but the council ordered the hospital rebuilt.(3) Additions were made from time to time but these were only of a temporary nature, and failed to meet the needs of the city. The report of the city physician for 1880 showed that 485 patients had been admitted to the hospital, but that owing to the limited space it was necessary to only admit

(1) Bk. E. 381, 397.

(2) Times, April 18, 1878.

(3) Bk. K, 358, 464.

"those in greatest need, in order to avoid over-crowding."(1)
During the epidemic of small pox in 1881 a pest house was established on the hospital grounds and a steward appointed.

The report of the city physician for 1882 stated that there were 281 patients admitted to the city hospital and that many were turned away on account of lack of room. He recommended that additional buildings be erected on the hospital grounds and that the small pox hospital be built within the city instead of on the island in the river. The following year an extension was built to the hospital and the county appropriated \$2,500 to help in paying for it. This addition was more extensive than the former additions and was delayed for some time in its completion. The mayor in 1885 said: "The building now in course of construction at the hospital grounds should be completed. This would furnish ample accommodations for the indigent sick of our city for several years."(2)

During the history of the city we have noted all kinds of expedients tried for a detention hospital; islands in the river; leasing of premises; buying grounds that could not be used in bad weather; and dilapidated and inferior buildings on the hospital grounds. In 1900 it was felt that it was

(1) Times, May 4, 1880.

(2) Times, April 20, 1885.

time to establish such an institution permanently and have it in readiness instead of making preparation after some contagious disease had appeared. The year previous the council had made provision for building a detention hospital on grounds then owned by the city, but was prevented from carrying out its plans on account of litigation. In December 1899 the council traded the grounds and buildings where the old pest house was for eight acres situated on the Missouri river within the city limits on Monroe Avenue. A building was erected there in 1900 and completed in 1901, and it is known as the St. George Hospital.⁽¹⁾ The employees at this hospital are not regular but the board of health is empowered to employ a house physician, a guard, a cook and assistant, and a nurse for each ward.⁽²⁾

Additions were made to the general hospital from time to time but in 1903 it was determined by the council to build a new hospital. This building is now(1906) in process of erection. It is located on Tenty-second street on the hospital grounds and when finished will afford ample room for for the needs of the city for some time. The present quarters at the general hospital are crowded. During the fiscal year 1905 ending April 15, 1906 there were 2499 patients admitted

(1) Bk. 34, 294;39, 279, 291, 431.

(2) Bk. 48, 352.

to the hospital and the average daily cost per patient for food, medicine and treatment was fifty-nine cents per day. A full record of each case is kept giving the name, age, date of admission and discharge, what ward assigned to, color, sex, nativity, married or single, occupation, how long resided in the city, result of the treatment, address of friends or relatives, and nature of the operation if there was one. There are employed at this hospital a clerk, steward, house surgeon, and from four to ten nurses, and from ten to fifteen domestics and laborers.

Provisions have been made for regulating private hospitals lying-in hospitals, baby farms, sanitariums, health resorts and similar institutions. The management of such institutions are required to get the permit of the board of health to establish such hospitals. Those institutions which have the care of children must satisfy the board that they are of good moral character and competent to take care of children, and they are required to report to the board every child received or disposed of by them, and no child is allowed to be disposed of or adopted until the city physician has given his consent to the adoption or removal.(1)

(1) Bk. 34, 314; 39, 605.

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A P P E N D I X "A"

1. Population.

<u>Year</u>	<u>Population</u>
1848	700*
1851	300* (loss on account of the cholera)
1857	5,185*
1860	4,418"
1866	15,064'
1868	28,000'
1870	32,286'
1873	40,740'
1877	41,076'
1878	50,126'
1880	55,785"
1883	93,733'
1884	113,736'
1890	132,716"
1900	163,752"
1901	166,856-
1902	169,960-
1903	173,064-

* Spalding, History of Kansas City, 1858.

" U. S. Census.

' Case, History of Kansas City, 1888.

- Official estimate U.S. Census Bureau, 1903.

Appendix "A"

2. Special Acts Passed by the Legislature Applying to Kansas City

<u>Date of Approval</u>	<u>Title</u>	<u>Laws</u>	<u>Page</u>
Feb. 22, 1853	Act incorporating the City of Kansas.	1853	244
Jan. 29, 1857	Act to extend corporate limits.	1856	368
Feb. 12, 1859	Amendatory to city charter.	1858-9	204
Mch. 4, 1859	City authorized to sell bonds.	1858-9	355
Mch. 14, 1859	Amendatory to city charter.	1858-9	198
Mch. 14, 1859	City authorized to sell lands.	1858-9	356
Dec. 15, 1859	Amendatory to city charter.	1859-60	385
Mch. 30, 1860	Amendatory to city charter.	1860	12
Mch. 20, 1861	Act concerning taxation.	1860-1	411
Mch. 23, 1861	Amendatory to city charter.	1860-1	203
Mch. 28, 1861	Act concerning education.	1860-1	762
May 15, 1861	Act regulating police.	1860-1	63
Jan. 17, 1863	Act regulating police repealed.	1863	80
Mch. 18, 1863	Act concerning taxation.	1863	252
Mch. 21, 1863	Act concerning education.	1863	24
Feb. 10, 1865	Act concerning taxation.	1865	414
Feb. 19, 1866	Act concerning elections.	1866	89
Mch. 29, 1866	Amendatory to city charter.	1866	256
Mch. 12, 1867	Amendatory to city charter.	1867	18
Jan. 30, 1868	Act concerning education.	1868	285
Mch. 17, 1868	Amendatory to city charter.	1868	208
Jan. 31, 1870	Act concerning public buildings.	1870	355
Mch. 16, 1870	Amendatory to city charter.	1870	327
Feb. 28, 1872	Amendatory to city charter.	1871	397
Apr. 1, 1872	Act enabling city to fund its debt.	1871	414
Jan. 24, 1873	Act enabling city to fund its debt.	1873	285
Mch. 11, 1873	Amendatory to city charter.	1873	280
Mch. 11, 1873	Act concerning public buildings.	1873	404
Mch. 22, 1873	Amendatory to city charter.	1873	283
Mch. 24, 1873	Act concerning water-works.	1873	286
Feb. 21, 1874	Amendatory to city charter.	1874	320
Mch. 27, 1874	Act concerning police.	1874	327
Mch. 24, 1875	Revision of city charter.	1875	196
Feb. 8, 1875	Act concerning police amended.	1875	193
Mch. 22, 1881	Act concerning police amended.	1881	42
Mch. 24, 1881	Act concerning police amended.	1881	44
Mch. 10, 1887*	Enabling act for freeholders charter.	1887	42
Apr. 9, 1895*	Enabling act amended.	1895	54
Mch. 23, 1903*	Act providing for juvenile court.	1903	213

* These laws were passed after the constitution of 1875 was adopted, and are cited here because they apply especially to Kansas City.

APPENDIX "B"

1. Table of Statistics for Police Department.

<u>Year</u>	<u>No. in Dept.</u>	<u>No. of arrests for violations of:</u>		<u>Persons sent to wk. hs.</u>	<u>Value stolen property recovered.</u>
		<u>City Ords.</u>	<u>State Laws.</u>		
1855	6				
1860	4				
1861	13				
1866	11				
1867	5				
1871	26				
1874	27				
1875	21				
1876	28	1,320	195		\$ 12,000
1877	25				
1878	27	2,395	158		8,370
1879	30	3,389	133		5,372
1880	42	2,933#	123#	1138	4,706#
1881	48	2,241"	144"	623"	4,725"
1882	56	3,155'	243'	993'	8,454'
1883	56	4,042*	404*	1115*	5,398*
1885	81	5,620	714	1527	5,569
1886	105				
1887	120	6,853	1067		
1888	130				
1890	182				
1892	182				
1893	184	6,798	1019		17,459
1894	182	5,978	1230		22,362
1895	186	7,651	1326	1382	34,625
1896	186	7,376	1365		
1897	186	11,200	1532		33,065
1899	204	11,989	1377		73,031
1900	202	10,764	1330		41,237
1901	249	14,114	1261		51,720
1902	259	14,648	1594		61,571
1904	285			2288-	
1905	320	18,829	1597	2217-	106,459

These figures are for the last 8 1/3 months of 1880.

" These figures are for the last 6 months of 1881.

' These figures are for the last 8 1/3 months of 1882.

* These figures are for the last 8 1/2 months of 1883.

- These figures are for the year beginning August 1903 and August 1904.

Appendix "B"

2. Table Showing the Expenditures of the Police Department.

<u>Year</u>	<u>Police Dept.</u>	<u>Work House Dept.</u>
1873	\$ 34,000*	
1874	32,036.78	
1875	27,000*	
1877	21,180#	
1878	26,568.24	
1880	30,121.66	\$ 6,961.66
1881	37,689.50	9,347.35
1882	46,845.12	11,640.57
1883	51,695.67	11,909.99
1884	54,615.56	15,520.90
1885	70,286.94	14,946.29
1886	89,308.38	17,102.19
1887	106,337.08	16,680.93
1888	113,935.88	22,249.13
1889	166,465.21	20,387.48
1890	184,701.60	19,665.88
1891	172,252.61	16,500.82
1892	159,882.86	15,437.77
1893	158,958.55	14,755.23
1894	149,688.84	14,049.81
1895	158,871.60	15,267.43
1896	149,674.33	14,439.90
1897	160,691.43	15,300.25
1898	173,768.16	16,894.00
1899	178,586.79	16,954.20
1900	226,138.69	13,307.71
1901	255,849.61	17,211.68
1902	282,531.87	16,914.97
1903	279,954.83	16,244.19
1904	332,940.87	19,568.91
1905	346,490.42	19,426.19
1906	336,752.12	20,957.69

* These figures are approximately correct.
Times May 3, 1876.

For year ending April 17, 1878. Times April 18, 1878.

Appendix "B"

3. Table of Ordinances relating to the Police Department.

<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
22	A	104	1853	Work house to provide.
55	A	108	1854	Marshal, salary, fees and duties.
281	A	125	1855	Police concerning.
376	A	146	1855	" "
583	A	166	1856	Court house to construct.
436	A	152	1856	Police, repeal ordinance concerning.
1406	A	235	1859	Recorder, office created.
1531	A	254	1859	" duties of.
1581	B	11	1859	City Attorney, duties and substitute for.
1704	B	66	1859	" " "
1775	B	76	1860	Court House, Marshal to take charge of.
1881	B	97	1860	Recorder's Court, regulate proceedings in.
1896	B	88	1860	Calaboose, keeper provided for.
1918	B	105	1860	" to be the work house.
1986	B	112	1860	Policeman to allow salary of one.
2191	B	182	1860	Marshal to be chf. of police and other duties.
2194	B	161	1860	Recorder's court, regulate proceedings in.
2204	B	181	1860	City Atty. duties of.
2232	B	192	1860	Calaboose to improve.
2592	B	232	1861	Police concerning.
2634	B	235	1861	Calaboose to improve.
2687	B	243	1861	Police, night to organize.
2783	B	256	1861	Marshal, to receive certain fees and fines.
2791	B	256	1861	Recorder's court amendatory.
2882	B	266	1862	Police laws to enforce.
3041	B	287	1863	Attorney, duties of.
3066	B	293	1863	Marshal, duties of.
3478	B	339	1864	Attorney, duties of.
4233	B	433	1866	Police force, creating and regulating.
4275	C	9	1866	Recorder's court.
4659	C	74	1866	Attorney to receive certain fees.
5200	C	160	1867	Recorder's duties.
5293	C	172	1867	Fixing salaries of officers.
5419	C	187	1867	Police, regulating the same.
5420	C	187	1867	Marshal, " " duties of.
5525	C	200	1867	Recorder's duties amendatory.
5530	C	200	1867	Police regulating the duties of.
5998	C	266	1868	Police appropriation for.
6024	C	269	1868	Police to pay special.
7210	D	7	1869	Marshal, duties of.
7698	D	70	1869	Police, duties of.
7820	D	85	1869	Police not to keep saloon.
8222	D	125	1869	Calaboose to improve.

Appendix "B"

<u>No. of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
1081	D	341	1870	Marshal, duties regulating.
2568	E	41	1871	Marshal, assigned rooms in court house.
2623	E	42	1871	Police, to create force.
2663	E	45	1871	Police, special to appoint.
3214	E	87	1871	Police amendatory.
3822	E	68	1871	General Revision of Ords.(printed Ords.)
5412	E	196	1872	Police to appoint.
5755	E	211	1872	Police, to appoint special.
5844	E	219	1872	Police to appoint.
6140	E	228	1872	Police, merchant's.
6531	E	260	1872	Police to receive fees for arrests.
6635	E	259	1872	Marshal, duties amendatory.
7231	E	296	1872	Work house, to provide for building.
7874	E	323	1873	Suspension and removal of appointive officers.
8071	E	331	1873	Police, fixing number and salary.
8074	E	331	1873	Work house, architect for.
8281	F	179	1873	Work house, to pay architect for.
8538	E	360	1873	Work house concerning same.
9177	E	396	1873	Work house, providing guards for.
9772	E	434	1873	Work house, providing carts and horses for,
12038	I	39	1874	Recorder's court, fines how collected.
13442	I	182	1875	Police to fix salary.
13840	I	223	1875	Police concerning.
14202	I	263	1876	Recorder's court concerning.
15528	F	40	1877	Police provide and pay for special.
16083	I	517	1878	Police, chief to receive certain fees.
16576	I	577	1878	Police, chief to collect certain fines.
17803	K	101	1879	Police dept. to purchase horses for.
19179	K	306	1880	Police, to pay back claims.
19273	K	322	1880	Police, board to appt. 12 additional police.
19604	K	364	1880	Work house, to build shed for.
19666	K	377	1880	Police, to pay back claims.
19729	K	383	1880	Police, to pay off judgments against city.
20971	K	596	1880	Police, board to appt. 6 additional patrolmen.
22391	N	458	1882	Police force, to increase.
23150	N	627	1882	Work house, to employ certain help.
25023	P	320	1883	Work house, regulate the release of prisoners.
25270	P	371	1883	Police to appoint special.
25531	P	423	1883	Police Station, to provide in West K.C.
25650	P	447	1883	Police station, to provide for.
27478	R	97	1884	Police station, to provide for on Grand Ave.
27430	R	87	1884	Work house, to build addition to.
29875	R	438	1885	Police force to increase by 25 patrolmen.
30034	R	455	1885	Work house, to pay for work done on.
30170	R	468	1885	Attorney, to receive fees.
33185	T	509	1886	Clerk of Recorder's Ct. create office.
35369	U	249	1886	Work house, laundry for.
36702	L	452	1887	Work House, concerning rock broke.
36924	L	458	1887	Police, asking street car Cos. to carry.
37268	W	72	1887	Work house, cells for prisoners.

Appendix "B"

<u>No. of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
37344	L	462	1887	Police, to report lights out.
37992	W	219	1887	Police force to increase.
38025	L	476	1887	Police requested to do more efficient work.
38602	L	481	1887	Supt. of Bldgs. draw plans for work house.
38941	L	488	1887	Police, chief to inspect dumping.
39110	L	489	1887	Police to keep rewards.
39194	L	490	1887	Work house prisoners, mayor to pardon.
39319	W	573	1887	Police, chief not to receive certain fees.
39566	W	623	1887	Police force to increase.
40840	L	488	1888	Police investigation to pay for.
40880	L	498	1888	Recorder's Clerk suspension of.
40882	L	497	1888	Recorder's Clerk, committee to investigate.
41393	L	499	1888	Recorder's Clerk to suspend permanently.
41424	L	616	1888	Recorder's Ct. create office of clerk of.
41886	L	501	1888	Police, chief to keep the "Junction" clear.
41982	4	1	1888	Revised Ords. of 1888.
43125	2	460	1888	Work house to build addition to.
126	L	581	1890	Work hs. Investigate treatment of prisoners.
139	L	585	1890	Police board, requesting a report from.
146	L	587	1890	Police Bd and City atty. requested enforce.
1818	11	231	1890	Police court room, repairs for.
2030	11	264	1890	Police headquarters to repair.
2274	11	373	1890	Work house to pay for improvements on.
3497	18	212	1891	Work Hs. prisoners prhbt'd to work on park.
390	L	631	1892	Police, chief to report unnecessary lights.
409	L	634	1892	Police, chief to enforce ords. as to trains.
3979	18	370	1892	Work hs. engineer to fix salary.
5270	20	147	1893	Work Hs. Discharge certain employees.
723	22	30	1894	Wk. Hs. inviting Humane Soc. to visit.
744	22	31	1894	Police judge to investigate.
747	22	33	1894	Police, chief to keep sidewalks clear.
771	22	39	1894	Work house to provide with fire escapes.
6114	20	472	1894	Work House to repair.
792	22	44	1895	Wk. Hs. to prepare plans for new.
6860	23	130	1895	Wk. Hs. to pay for new foundation.
7375	23	305	1896	Wk. Hs. to make improvements on.
293	22	123	1897	Police dept. Investigation to provide for.
1304	22	126	1897	Wk. Hs. appoint committee to consider removal.
1329	22	138	1897	Wk. Hs. all skilled labor to be union labor.
1330	22	139	1897	Colored people, to be tried on police force.
1375	22	152	1897	Wk. Hs. investigate the labor used thereon.
1461	22	165	1897	Police Bd. investigate contract with Tel. Co.
8122	23	539	1897	Wk. Hs. to construct a new one.
8270	29	33	1897	Wk. Hs. to employ inspector of stone work.
8282	29	14	1897	Police dept. to pay deficiency in.
8673	29	104	1897	Wk. Hs. to provide for completion of.
8958	29	168	1897	Police, chief to report defective sidewalks.
8959	29	169	1897	Police, chf. to report accidents when city lble
9076	29	192	1897	Pay for the keeping of waifs.
9119	29	226	1897	Pay for the keeping of waifs.

Appendix "B"

<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
9258	32	1	1898	Revised ordinances of 1898.
9336	29	292	1898	Wk.Hs.to employ additional held at.
10326	29	508	1898	Police court clerk to hire assistant.
10704	29	577	1898	Police dept. to pay sundry bills.
2018	22	220	1899	Police Bd.requested to station men.
12094	34	295	1899	Work house to repair.
12214	34	318	1899	Work house to improve.
13524	34	502	1899	Wk.Hs. to purchase horses and carts for.
2150	22	236	1900	Police Bd. to remove banners from streets.
2259	22	245	1900	Police Bd. to make a report.
14758	39	82	1900	Police, special for convention.
15348	39	185	1900	Police, alarm boxes to locate.
15947	39	273	1900	Work house to fit up library at.
16163	39	298	1901	Clerk of police Ct. to have asst. clerk.
19030	43	183	1902	Police judge qualifications of.
20363	39	561	1902	Work House repairs for.
20572	40	47	1902	Work House,sewer for.
21746	43	528	1902	Police Bd. to keep parties on pay roll.
23900	40	454	1903	Work house repairs for.
24709	40	548	1904	Police and fire station to build.
26060	48	363	1904	Work house to fix salaries of employees.
26441	48	410	1904	Police to be informed of strays.
4071	22	411	1905	Work house to investigate.
27979	48	565	1905	Police Bd.to retain certain parties on roll.
29601	48	695	1905	Police Bd.to keep certain party on pay roll.
30827	57	188	1905	Work house to employ certain employees.

A P P E N D I X "C"

1. Table of Statistics for Fire Department.

<u>Year</u>	<u>No.in Dept.</u>	<u>Calls</u>	<u>Fire losses</u>	<u>Cost Fire Dept.</u>	<u>Cost Fire Patrol</u>
1872	10	97	\$ 95,200.00	\$ 27,562.05	\$
1873	22	92	87,214.00	28,509.25	
1874		61	10,347.00	27,086.26	
1875		92	55,656.00	21,103.58	
1876	24	51	8,355.00	17,470.84	
1877		48	1,780.00	14,021.12	
1878		74	8,847.00	12,403.93	
1879		93	73,025.00	13,580.42	
1880	21	118	342,310.00	16,243.85	
1881		123	34,765.00	23,638.60	
1882	21	86	89,770.00	27,989.88	
1883	39	152	123,705.00	38,406.07	
1884	33	186	255,926.00	43,620.83	
1885	44	208	193,603.00	45,178.61	
1886	50	268	98,827.00	57,814.31	
1887	64	426	120,816.00	68,921.52	
1888	75	463	305,255.00	105,184.99	
1889		531	395,280.00	120,360.48	14,748.23
1890		579	262,448.55	148,907.88	20,683.21
1891	144	560	340,588.50	147,826.38	25,213.57
1892	141	731	620,718.43	141,163.25	21,878.82
1893	162	729	401,312.15	148,558.98	22,268.40
1894	156	764	672,030.89	136,673.23	20,478.85
1895	167	645	153,883.84	160,902.12	21,324.44
1896	168	685	342,541.61	148,707.57	19,825.97
1897	177	817	314,210.73	167,292.40	22,104.92
1898	183	974	530,888.17	177,174.83	22,111.68
1899	185	1191	1,358,194.16	187,460.94	23,120.31
1900	194	1099	468,443.01	201,909.66	24,479.29
1901				224,345.69	23,998.64
1902				233,847.44	23,994.20
1903				230,944.43	11,120.01
1904				279,539.28	
1905	223			312,560.86	
1906				366,781.51	

Appendix "C"

2. Table of Ordinances relating to the Fire Department.

<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
447	A	153	1856	Providing for protection against fire.
1591	B	5	1859	Regulate storage of gunpowder and explosives.
2198	B	165	1860	Regulate storage, conveying of gunpwr., etc.
2246	B	187	1860	Cistern to build in public square.
2253	B	185	1860	Provide hooks and ladders for fire companies.
2370	B	160	1860	Provide for the prevention of fires.
4139	B	416	1866	Provide for creating fire department.
4933	C	120	1867	Fire limits prescribed.
4934	C	121	1867	Fire engine to purchase.
5144	C	154	1867	Fire engine to purchase and provide house.
5657	C	216	1868	Cisterns, six to build.
5692	C	220	1868	Work to stop on engine house for lack of funds
5697	C	220	1868	Pay for work done on Market Hs for Eng. Hs.
5701	C	222	1868	Engine house to provide.
5726	C	223	1868	Fire dept. act creating amended.
5885	C	257	1868	Cistern to pay for.
5966	C	267	1868	Fire limits defined, and wooden bldgs forbdn.
6137	C	281	1868	Fire limits amendatory.
6474	C	328	1868	Engine house to provide.
8546	D	148	1870	Fire limits amendatory.
1023	D	338	1870	Horses for fire dept, and cisterns.
1258	D	371	1870	Fire Limits extended.
1853	D	422	1870	Fire dept. to provide for.
2052	E	4	1871	Fire dept. to provide for.
3534	F	39	1871	Horse hire to pay for.
3556	E	100	1871	Frame houses in fire limits.
3627	F	44	1871	Horse hire to pay for.
3822	E	23	1871	Fire dept, limits, prevention of fires.
4026	E	126	1871	Fire limits to extend.
4088	E	130	1871	Fire dept. employees to take oath.
4304	E	142	1872	Fire limits to extend.
5035	F	80	1872	Fire engine house to provide.
5063	F	81	1872	Fire engine, Lykins No.2.
5067	F	82	1872	Fire engine, Lykins No.2.
5472	F	97	1872	Horse hire.
5824	E	213	1872	Fire dept. regulating.
6917	E	287	1872	Cisterns to build.
7135	E	292	1872	Fire limits extended and defined.
7147	E	293	1872	Hose not to be run over when in use.
7151	E	303	1872	Fire dept. general ordinance.
7245	F	133	1872	Horse hire.
7499	E	308	1872	Cistern to build.
7514	F	145	1872	Fire engine, Kansas City No.3.

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<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
7810	F	165	1873	Hose to pay for.
8071	E	337	1873	Fix salary and number of firemen.
8666	E	378	1873	Fire dept. amendatory.
9176	E	400	1873	Cistern to build.
10174	E	481	1873	Fire dept. amendatory.
10361	E	496	1873	Hose to purchase.
10639	E	552	1873	Engine house to build in west K.C.
10963	E	604	1873	Hose to purchase for.
11140	E	610	1874	Fire limits to extend in west K.C.
13302	I	174	1875	Fire limits to extend in west K.C.
13585	I	199	1875	Firmen, uniform of.
13811	I	218	1875	Building fires in night time.
13945	I	230	1876	Fire dept. amendatory.
14760	I	344	1877	Fire limits, buildings not to be moved into.
15076	I	377	1877	Fire limits, to exclude certain territory.
15157	I	381	1877	Hose to purchase.
15527	F	39	1877	Hose to pay for.
15572	I	427	1877	Fire limits, to exclude certain territory.
15582	I	430	1877	Fire dept. fire limits, general ordinance.
16840	I	609	1878	Fire dept. general ordinance.
16896	I	624	1878	Fire dept. amendatory.
17623	K	71	1879	Fire limits.
17722	K	86	1879	Hose reels to purchase.
18333	K	179	1879	Fire limits, amendatory.
19330	K	328	1880	Fire limits.
19542	K	356	1880	Horse and supply wagon to purchase.
19829	K	398	1880	Purchase right to use Hale's patent harness.
20219	K	464	1880	Hose to purchase.
21182	K	635	1880	Hook and ladder truck to purchase.
21424	N	212	1881	Fire limits, to change.
21522	N	232	1881	Hose to purchase.
21753	N	290	1881	Purchase lot for fire dept.
21917	N	331	1882	Fire Limits, to amend.
21948	N	338	1882	Fire limits to extend.
22103	N	420	1882	Fire limits to extend.
22768	N	553	1882	Purchase lot for engine house.
23227	N	637	1882	Hose to purchase.
23581	P	59	1882	Fire limits to change.
23780	P	94	1883	Repeal ords. on fire limits, and amend.
23793	P	95	1883	Fire limits amended.
24288	P	202	1883	Fire limits amended.
24374	P	215	1883	To sell horse and hose cart.
24941	P	309	1883	Fire limits to extend.
25071	P	326	1883	Fire hydrants to locate.
25287	P	379	1883	Fire dept. to purchase real estate for.
27249	R	59	1884	Cistern to construct.
27505	R	101	1884	Compel the erection of fire escapes.
28652	R	241	1884	Cistern to construct.
29225	R	352	1885	Hook and ladder truck to provide.
29226	R	352	1885	Engine house to construct.

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<u>No.of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
29729	R	425	1885	Fire hydrants to locate.
29738	R	426	1885	Fire hydrants to locate.
30058	R	455	1885	Fire limits to extend.
30226	R	474	1885	Real estate to purchase for fire dept.
30308	R	504	1885	Fire limits to extend.
30438	R	512	1885	Chief to detail man for secretary.
30732	R	563	1885	Fire hydrants to locate.
31000	T	11	1885	Fire hydrants to locate.
31001	T	12	1885	Fire hydrants to locate.
36707	U	553	1887	Fire districts to define.
36927	U	605	1887	To create pension fund.
37744	W	165	1887	Livery stables regulate building of.
37975	W	216	1887	Regulate storage of fire-works.
38218	W	278	1887	Engine house to construct.
38536	W	555	1887	Hydrant to locate.
38644	W	376	1887	Fire alarm wires to protect.
38690	L	481	1887	Swinging harness suit to investigate.
38933	W	467	1887	Engine house to construct.
39489	W	602	1887	Engine house to provide for.
39744	L	491	1887	Thanking T.J.Baird for gift of statute.
39780	L	492	1887	Approving plans for engine house.
39785	L	492	1887	Hose reel to keep at Exposition building.
39932	L	101	1887	Engine house to provide for.
40421	L	241	1887	Finish inside of fire headquarters.
40605	L	425	1888	Fire reporter to grant franchise.
40861	L	497	1888	Fire reporter to keep horse at engine house.
42213	2	239	1888	Hydrants to locate.
42555	2	369	1888	Hydrants to locate.
42803	L	506	1888	Supt.Bldgs.to draw plans for engine house.
43129	2	540	1888	Engine house to purchase lot for.
43240	2	570	1888	Hydrants to locate.
43798	3	20	1888	Engine house to erect.
44770	3	442	1888	Hydrants to locate.
44655	3	412	1888	Fire escapes to provide for.
45270	3	608	1888	Babcock extinguisher to purchase.
45573	4	364	1888	Hydrants to locate.
45664	4	383	1889	Engine house to appropriate for.
46371	4	581	1889	Fire patrol to establish.
6	10	20	1889	Comptroller to lease bldg. for fire patrol.
71	L	558	1889	Fire dept.requested to remove buildings.
72	L	559	1889	Fire dept.requested to remove buildings.
284	10	276	1889	Fire engine, hook and ladder to pay for.
396	10	406	1889	Entertainment to pay for.
800	11	17	1889	Engine house to appropriate for.
913	11	19	1889	Engine house to appropriate for.
173	L	594	1890	Fire hydrants concerning.
1041	10	638	1890	Hose to purchase.
1228	17	6	1890	Reconstruct chemical engine.
1427	11	96	1890	Fire hydrants concerning.

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<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
1791	11	199	1890	Fire patrol amendatory.
1888	11	239	1890	Hose to purchase.
1889	11	239	1890	Horses to purchase.
1892	11	241	1890	Pay certain employees.
2106	11	313	1890	To appoint additional asst.chiefs.
2166	11	346	1890	Hydrant to locate.
2277	11	376	1890	Lease for engine house approved.
2370	11	392	1890	Lease for engine house.
2371	11	392	1890	Lease for engine house.
2372	11	392	1890	Lease for engine house.
2373	11	393	1890	Lease for engine house.
2379	11	446	1890	Lease for fire patrol building.
2394	11	399	1890	Appropriation to construct engine house.
2395	11	400	1890	Purchase copper wire for fire alarm.
2571	11	443	1890	Pay damage to a buggy.
2578	11	446	1890	Fire patrol to provide for in west K.C.
2670	11	457	1890	Appropriation to construct engine house.
2740	11	472	1890	Supplies to purchase for fire department.
2824	11	502	1890	Horses to purchase.
3001	18	7	1891	Hydrant to locate.
3006	18	33	1891	Hydrant to locate.
367	L	628	1892	Committee to investigate water pressure.
3237	18	104	1891	Hydrants concerning.
3932	18	368	1892	Repairing steam fire engine.
4074	18	406	1892	Appropriation to construct engine house.
4763	18	586	1892	Fire station to maintain at stock yards.
491	22	4	1893	Leave of absence to 8 men to go to London.
5083	20	96	1893	Place fireman's widow on pay roll.
5270	20	147	1893	Abolishing office 4th asst.chf.
952	22	70	1894	Locate hook and ladder company.
5908	20	413	1894	Hose to purchase.
6116	20	474	1894	Cistern to provide.
7018	23	158	1895	Hook and ladder company to equip.
7093	23	175	1896	Engine, wagon, apparatus to purchase.
7333	23	287	1896	Fix salaries of fire department.
7607	23	365	1896	Fix salaries of fire department.
7649	23	376	1896	Fix salaries of fire department.
1376	22	152	1897	Investigate fire department.
8007	23	484	1897	Hose to purchase.
8174	23	550	1897	Fix salaries of fire department.
8540	29	76	1897	Fire limits amendatory.
9032	29	183	1897	Fire limits establishing and providing for.
9149	29	230	1897	Medals for certain firemen.
9560	29	369	1898	Provide for construction of fire alarm.
10717	29	585	1898	License fire reporter and create board.
10950	29	620	1898	Hose to purchase.
2017	22	220	1899	Chief to procure loan of chemical engine.
11968	34	261	1899	Fix salaries.
12051	34	283	1899	Fire limits amendatory.
12808	34	433	1899	Hose to purchase.
13414	34	489	1899	City to maintain engine hs. at stock yards.
14623	39	46	1900	Fire limits amendatory.

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<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
14888	39	109	1900	Paris crew to receive one month's wages.
16526	39	467	1900	Engine house to provide for.
15944	39	269	1900	Regulating storage of calcium carbide.
17571	39	620	1901	Appropriation for engine house.
18099	39	649	1901	Hose to purchase.
18836	43	138	1901	Engine house at Centropolis to provide for.
18903	43	148	1901	Permit firemen to attend church.
19025	43	180	1902	Chf. to keep certain name on pay roll.
19301	39	436	1902	Hook and ladder truck to purchase.
19164	43	224	1902	Engine house to construct.
19282	39	434	1902	Engine house to complete.
19452	43	267	1902	Fire patrol divided into two companies.
19622	43	280	1902	Fire limits amendatory.
19949	43	365	1902	Prevention of fires.
20180	39	541	1902	Hose tower to construct.
20573	40	40	1902	Aerial truck to purchase.
20871	40	66	1902	Engine house to complete.
21150	43	482	1902	Firemen vacation granted to.
21599	40	135	1902	Engine house to complete.
21600	40	136	1902	Hydrants to provide for.
21854	40	173	1903	Lot in Sheffield to purchase.
21888	43	548	1903	Grant leave of absence to certain member.
22145	40	238	1903	Fire hydrants to purchase.
22277	43	611	1903	Applicants for F.D. to conform to standard.
22405	43	618	1903	To sell horses and buy others.
22532	43	621	1903	Fix salaries.
23202	48	60	1903	Fire limits amendatory.
23239	40	357	1903	Fire and police station to erect.
23268	48	63	1903	To continue certain party on pay roll.
23269	48	63	1903	Provide for employment and discharge of.
23464	48	69	1903	Sale of fire headquarters.
23474	40	373	1903	Engine house to erect at Sheffield.
23567	48	93	1903	Name kept on pay roll.
23605	48	102	1903	Fire patrol, Ins. Agts. Association to control
23671	48	98	1903	Sale of engine house.
24000	48	139	1903	Granting leave of absence with pay.
24736	40	526	1903	Part payment for erection of eng. house.
24959	48	240	1904	Ins. patrol to have right to use city water.
25031	48	244	1904	Granting leave of absence.
25176	48	254	1904	Chief authorized to sell and buy horses.
26524	48	412	1904	Granting leave of absence.
26594	48	437	1904	Creating office 4th & 5th asst chiefs.
26639	48	448	1904	Granting leave of absence.
26815	48	452	1904	Providing for associate architect.
26980	48	473	1904	Purchase of lots.
27433	52	390	1904	Fire engines to pay for.

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<u>No.Of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title.</u>
27487	48	517	1904	Granting leave of absence.
27636	52	255	1904	Fire headquarters to build.
3794	22	385	1905	Applicants to pass a medical examination.
3795	22	385	1905	Firemen to be confirmed before apptmnt.
3872	22	392	1905	Chf. requested to reinstate a party.
27636	40	687	1905	Hose to purchase.
29080	48	648	1905	Name to be kept on pay roll.
29274	48	678	1905	Adopting badges and fixing penalties.
29454	55	26	1905	Authorizing sale of fire headquarters.
29456	43	621	1905	Fire limits amendatory.
29980	54	106	1905	Regulating the installing heating plants.
30315	57	130	1905	Engine house in west Bottoms.
30603	54	173	1905	Engine house part payment.
30699	54	184	1905	Creating office of 6th asst.chief.
31130	54	287	1905	Creating office asst.sec. and fix salary.

A P P E N D I X "D"

1. Table of Statistics for the
Health Department.

<u>Year</u>	<u>No.admtd. to hsptl.</u>	<u>Cost of health Dept.</u>	<u>Hospital improvmnt Dept.</u>	<u>Cost of Garbage Dept.</u>
1870*	105	\$	\$	\$
1871*	293	4,392.38		
1875	294	6,832.99		
1877	288	3,741.43		
1879	485			
1880	322#	6,139.01		
1881		12,539.40		
1882	281	15,046.40		
1883	393	11,670.79		
1884		18,128.45		
1885		22,940.58		
1886		21,898.46		
1887		29,963.08		
1888		32,339.20		
1889		45,718.62		
1890		41,812.79		
1891		38,206.16		
1892	1171	34,882.92		
1893		66,924.71		
1894		30,113.96		
1895		56,004.02		
1896		31,496.68		14,370.80
1897		31,998.93		18,996.28
1898		34,999.04		19,108.65
1899		36,198.30		17,797.86
1900		40,446.25		17,910.36
1901		39,264.74		18,689.45
1902		41,301.95		20,464.20
1903	3038	44,175.64		28,728.81
1904	2956	53,675.19	26,837.60	29,621.31
1905	2499	53,195.02	80,936.49	34,579.45
1906		59,535.93	82,148.52	36,037.80

* Figures for the years ending Mch.1st. 1871 and 1872.
Figures for 8 1/3 months ending December 31, 1880.

Appendix "D"

2. Table of Ordinances Relating to the
Health Department.

<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
270	A	124	1855	Quarantine, providing for against boats.
282	A	125	1855	Spring to protect for drinking purposes.
	A	142	1855	Nuisances, regulations for privy vaults, etc.
1106	A	218	1858	Nuisances declaring and regulating.
1118	A	217	1858	Hogs not to run at large.
1486	A	249	1859	Wells certain declared to be public.
1534	A	254	1859	Wells to clean and dig.
1543	A	257	1859	Nuisances, stagnant water.
1610	B	26	1859	Insane persons to be reported to police.
1611	B	23	1859	Health department to organize.
1612	B	29	1859	Hogs, regulating keeping of.
1883	B	92	1860	Nuisances, defining and prohibiting.
1892	B	94	1860	Quarantine providing for.
2164	B	139	1860	Wells providing for.
2190	B	158	1860	Nuisances relating to buildings.
2196	B	160	1860	Hogs regulating the keeping of.
2677	B	243	1861	Fish regulating the sale of.
2753	B	252	1861	Hogs regulating the keeping of.
	B	334	1864	Nuisances declaring certain bldgs. to be.
3597	B	354	1864	Contagious diseases concerning.
3763	B	373	1865	Contagious diseases concerning.
4283	C	13	1866	Bd of H. defining duties.
4322	C	15	1866	Bd of H. department to be organized.
4383	C	25	1866	Bd of H. repealing Ord. #4322.
4393	C	27	1866	Prohibiting certain kinds of business.
4608	C	64	1866	Bd of H. to distribute lime and get pest hs.
4613	C	65	1866	Bd of H. mayor to appoint.
4622	C	67	1866	Privy sinks regulate construction of.
4641	C	69	1866	Prohibiting sale of certain vegetables.
	C	70	1866	Bd. of H. regulate and city physician a member.
4972	C	124	1867	Bd of H. to be appointed.
5113	C	151	1867	Hogs regulating the keeping of.
5357	C	181	1867	Contagious diseases to prevent introduction.
5471	C	196	1867	Bd. of H. to fix salaries.
5526	C	201	1867	Hospital to build.
5840	C	241	1868	Nuisances goats and kids.
5932	C	259	1868	Sanitary system to organize.
6124	C	284	1868	Provide for preservation of public health.
6309	C	308	1868	Hospital building to enlarge.
6522	C	334	1868	City physician, salary and duties.
7765	D	77	1869	Slaughter houses to regulate.
8626	D	163	1870	Physicians to report contagious diseases.
2293	E	21	1871	Hospital to improve.
2756	E	48	1871	Scavenger regulating the same.
3680	D	237	1870	Sewers misdemeanor to disturb.
3822	D	53	1870	Nuisances regulating, and health department.

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<u>No.of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
4077	E	130	1871	Hogs to regulate the keeping.
4440	E	143	1872	Vaccination to provide for.
5126	F	86	1872	Hospital, bonds to issue for.
8030	E	328	1873	City physician to appoint an assistant.
8071	E	331	1873	Hospital, officers number and salary.
8077	E	332	1873	Small pox concerning.
8244	E	341	1873	Pest house to build. ✓
8572	E	372	1873	Wells public to clean.
8753	E	381	1873	Hospital, nurses for to provide. ✓
9182	E	397	1873	Hospital, nurses for to provide. ✓
9541	E	413	1873	Health, to abate nuisances and keep city clean.
9689	E	413	1873	Hogs regulate the keeping of.
9746	E	426	1873	Slops and garbage defining and regulating.
10152	E	481	1873	Hospital to build addition to.
12128	I	47	1874	Births and deaths statistics to obtain.
12226	I	59	1874	Slaughter houses, dead animals, filth, etc.
12544	I	110	1874	Death certificates undertakers to have.
12840	I	133	1875	Death certfcs. undrtkr. to have before burial. ✓
13442	I	182	1875	Sanitary police to provide for.
13813	I	219	1875	Hospital employees to provide for.
13840	I	223	1875	Sanitary police to provide for.
13813	I	219	1875	Hospital employees to provide for.
14021	I	246	1876	City physician to fix salary.
14718	I	342	1877	Burials pohibited within certain limits.
14867	I	358	1877	Fix salaries of nurses at hospital. ✓
16320	I	543	1878	Bd. of H. to establish.
16453	I	563	1878	Fish regulating the sale of.
16631	I	582	1878	Bd. of H. to reorganize.
16911	I	627	1878	Manure, rubbish and trash, to regulate.
17202	K	19	1879	Salaries to fix.
17554	K	57	1879	Bd. of H. to reorganize.
17718	K	84	1879	Scavenging contract with certain parties.
17849	K	104	1879	Bd. of H. amendatory.
18032	K	133	1879	Bd. of H. to establish.
19105	K	292	1880	Hospitals to build addition to.
19155	K	304	1880	Hospital employees number and salary.
19533	K	358	1880	Hospital, furniture and supplies.
20218	K	464	1880	Repairs to city hospital.
20270	K	476	1880	Scavenging to pay for.
20470	K	511	1880	Dump public to establish.
20417	K	501	1881	Privy vaults to regulate construction of.
20721	K	560	1881	Dead animals to regulate removal of.
21049	K	616	1881	Pest house to build.
21059	K	608	1881	Pest house to provide steward for.
21093	K	615	1881	Vaccination to provide for.
21475	N	219	1881	Sanitary ordinances to amend.
22037	N	357	1882	Salaries fixing.
22552	N	487	1882	Nuisances to define and prevent.
22808	N	562	1882	Sanitary sergeant keep for horse.
26801	P	638	1882	Clerk of bd. of health to create office.
24430	P	224	1883	Dumps to establish a public.

Appendix "D"

<u>No. of Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
24636	P	255	1883	Sanitary Supt. keep and shoeing horse.
24654	P	258	1883	Dumps to remove certain.
24738	P	270	1883	Hospital to build addition to.
25901	P	483	1883	Hospital to build addition to.
25919	P	486	1883	Night soil to regulate removal of.
26450	P	567	1884	Stock and meat inspector, office create.
26506	P	574	1884	Oils, fluids regulate removal and hauling of.
26801	P	638	1884	Clerk of Bd. of H. defining duties of.
27463	R	95	1884	Dumps to establish.
27606	R	111	1884	Dumps to establish.
27804	R	150	1884	Hospital to construct building.
28318	R	199	1884	Dumps to locate.
28294	R	197	1884	Slaughtering, cattle, hogs, poultry, regulating.
28522	R	228	1884	Dumps repeals Ord. #28318.
28919	R	529	1885	Tenement houses and sewers regulating.
29600	R	405	1885	Plumbing and house drainage to regulate.
29800	R	429	1885	Plumbing and house drainage to regulate.
30334	R	493	1885	Insane persons concerning.
30489	R	524	1885	Hospital, money to finish.
30530	R	529	1885	Vacant lots, prevent gathering of rubbish on.
31151	T	39	1885	City chemist, to create office of.
31330	T	71	1885	Hospital, boiler for.
31630	T	124	1885	Stock and meat inspector, amendatory.
31759	T	146	1885	City chemist office, amendatory.
31838	T	153	1885	Amendatory to Ord. #31151 as to ice dealers.
31924	T	163	1885	Amendatory to Ord. #31151 as to milk dealers.
33189	T	512	1885	Garbage, ashes, removal of concerning.
33191	T	512	1885	Privy vaults & cess pools to regulate.
33193	T	513	1885	Dumps to establish public.
32356	T	340	1886	Night soil regulating removal of same.
32826	T	444	1886	Injured persons to be exmnd. by city physcn.
34502	U	76	1886	Morgue to establish.
35152	U	183	1886	Weeds requiring same to be cut.
35427	U	261	1886	Morgue concerning.
35801	U	368	1886	Hospital to build addition to.
36256	U	455	1886	Privy vaults regulating removal of contents.
36341	U	471	1886	Dumps to establish.
37521	W	126	1887	Scavenger to fix salary.
37618	W	139	1887	Inspection of steam boilers.
37994	W	220	1887	Plumbing, inspector to appt. and regulate.
38209	W	271	1887	Garbage provide for removal.
39316	W	572	1887	House surgeon apptd at city hospital.
38595	W	364	1887	Plumbing inspector concerning.
38619	L	480	1887	Sanitary sergts. requesting Pol. Bd. to appt.
38997	W	463	1887	Dirt not to be thrown on river bank.
39413	W	591	1887	Garbage concerning.
39418	W	591	1887	Dead animals to provide for removal.
40272	L	204	1887	Births to be reported.
39700	L	17	1887	Plumbing insptr. office of asst. provided.
41420	L	615	1888	Clerk of Bd. of H. defining duties.
42256	L	503	1888	San. Supt. not to locate small pox patients.
42301	2	263	1888	Dead animals to provide for removal of.

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<u>No.of Ord.</u>	<u>Blk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
42260	2	255	1888	Sanitary police to provide for.
42403	L	503	1888	Garbage concerning.
42693	L	506	1888	Pest house not to locate at certain place.
44095	3	214	1888	Livery stables to regulate.
44407	2	310	1888	Smoke to prevent.
44245	3	599	1889	Pest house to lease ground for.
45042	3	520	1888	District physicians to appoint.
46543	10	625	1889	Sanitary supt.concerning.
46545	4	623	1889	Sanitary supt. asst. concerning.
46550	4	624	1889	Diseased stock, prohibit bringing into city.
46578	10	3	1889	Sanitary police, amendatory.
19	L	533	1889	Burial of paupers concerning.
59	L	552	1889	Dump boat communication concerning.
73	L	559	1889	Dump boat sanitary com.to report concerning.
78	L	562	1889	Smoke consumers concerning.
85	10	84	1889	Slaughter houses concerning.
181	10	221	1889	Addition to city hospital.
240	10	227	1889	Plans for St.George hospital.
285	10	277	1889	Construction of St.George, hsptl.boat.
622	10	492	1889	Asst.meat inspctr, office created.
630	10	517	1889	Street flushers to purchase.
114	L	575	1890	Sanitary Com.to investigate dump boats.
140	L	585	1890	Bd.of H.revise ordinances concerning.
1054	10	639	1890	Plumbing inspctr.and asst. horse hire.
1263	11	21	1890	Plumbing to amend ordinances concerning.
1777	11	167	1890	Sanitary helper and physician to employ.
1789	11	197	1890	Drinking fountains to protect.
1809	11	208	1890	Bd.of H.to lease office for.
1890	11	257	1890	Bd.of H.to employ janitor and store-keepr.
2038	11	279	1890	Nurse at hospital.
2112	11	321	1890	Smoke concerning.
2275	11	373	1890	Hospital, to build addition.
2330	11	386	1890	Hospital, addition to concerning.
2377	11	395	1890	Scavenging work to pay for.
2828	11	544	1891	Physicians to report contagious diseases.
3065	18	37	1891	Scavenger to fix salary.
3402	18	177	1891	Hospitals repairs for.
3707	18	266	1891	Sanitary police to hire additional.
3721	18	268	1891	Hospital employees.
401	L	633	1892	Weeds, concerning.
4404	18	573	1892	Milk dealers to license and regulate.
4543	18	542	1892	Sanitary policemen to appt. addtnl.
4609	18	558	1892	Sanitary condition to improve.
4767	18	590	1892	Horses to pay for keeping for employees.
5009	20	72	1893	Garbage concerning.
5042	20	83	1893	Herding prohibited.
5322	20	156	1893	San.Inspctr. abolished and San.Pol.instead.
5299	20	153	1893	Produce regulate the sale of.
5483	20	220	1893	Composition of Bd.of H. changed.
5270	20	148	1893	City chemist concerning.
5138	20	109	1893	Garbage concerning.

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<u>No.of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
706	22	27	1894	Hospital, to investigate.
5610	20	304	1894	Medicine and surgery regulate practice of.
5624	20	316	1894	Dump boat to pay for removal.
5775	20	340	1894	Stock and meat ord. to amend.
5794	20	358	1894	Inspector of factories to provide.
5859	20	394	1894	Garbage to pay for removal.
6097	20	463	1894	Diphtheria anti-toxine to purchase.
792	22	44	1895	Supt.of Bldgs.prepare plans for hospital.
886	22	55	1895	Counselor to give opinion on Bd.of H.
922	22	59	1895	Bd.of H. to have garbage removed.
933	22	62	1895	Hospital to investigate.
938	22	65	1895	Health dept. to investigate.
953	22	65	1895	City physician concerning.
968	22	69	1895	Bd.of H.to remove garbage.
6150	20	494	1895	Paper and rubbish not to litter streets.
6252	20	529	1895	City physician to deposit funds.
6263	20	532	1895	Chemist to inspect ice,foods, and cows.
6301	20	539	1895	Milk and cream prohibit selling impure.
6405	23	3	1895	Remove buildings from hospital grounds.
6479	23	5	1895	Hospital to build addition.
6481	23	29	1895	Milk dealers license and regulate.
6520	20	628	1895	Hospital addition to provide for.
6544	20	632	1895	Foods provide for inspection.
6550	20	635	1895	Milk inspector to employ.
6568	20	634	1895	Wagons for hauling offal, regulating.
6624	23	60	1895	Vaults,concerning cleaning of.
6679	23	77	1895	Hospital addition, concerning.
6957	23	146	1895	Bd.of H. authorized to clean alleys.
6969	23	150	1895	Plumbing Inspctr. to employ assts.
7000	23	155	1895	Hospital addition, concerning.
1125	22	94	1896	Hospital, plans for new.
7117	23	218	1896	Plumbers and plumbing regulating.
7120	23	200	1896	Hospital, concerning furnishing.
7147	23	227	1896	Plumbing and plumbers, concerning.
7734	23	389	1896	Hospital to employ additional help at.
7736	23	391	1896	Dairies in city limits regulating.
7945	23	461	1896	Licenses revising and regulating.
1337	22	140	1897	Baths,concerning free.
1383	22	153	1897	Hospital condemnation of land for.
8056	23	514	1897	Scavenger fixing pay and defining duties.
8058	23	513	1897	Cigarettes,prohibiting sale to minors.
8130	23	589	1897	Licenses revising and regulating.
8198	23	566	1897	Smoke concerning.
8372	29	34	1897	Nurses,additional for hospital.
8536	29	75	1897	Inspector of factories concerning.
8673	29	104	1897	Hospital repairs for.
9038	29	106	1897	Smoke consumers to purchase.
1617	22	179	1898	Hospital,plans for addition.
9224	29	263	1898	Plumbing Inspctr,permits, allowing assts.
9468	29	348	1898	Dead animals concerning.
9663	29	400	1898	City Physician horse hire allowed.

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<u>No. of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
10168	29	481	1898	Smoke regulating same.
10485	29	549	1898	Gardeners regulating sales of.
10488	29	551	1898	Druggist to creat office of for Bd. of H.
10691	29	566	1898	City Physician to examine in case of injury
10980	29	632	1898	Pest house rent for.
2037	22	223	1899	Bd. of H. authorized to investigate sml. pox
11144	34	21	1899	Garbage dept, weekly pay.
11168	29	481	1899	Ice cutting in city limits.
11179	34	36	1899	Cream inspecting of.
11532	34	170	1899	Bakers license and regulate.
11609	34	204	1899	Street sweeping machines concerning.
11935	34	258	1899	Hospital to renovate and disinfect.
12085	34	287	1899	Pauper dead concerning.
12091	34	294	1899	Detention hospital to purchase ground for.
12366	34	333	1899	Hospital to reconstruct ward D.
12773	34	414	1899	Baby farms, private hsptls, etc. regulating.
12774	34	415	1899	Bakers, licenses repealing.
2113	22	230	1900	Detention hospital concerning.
14412			1900	Meat and milk inspr offices combined.
14621	39	43	1900	Street Rys. to sprinkle and clean streets.
14658	39	48	1900	Bd. of H. to clean city.
15893	39	264	1900	Scavenger to pay.
16030	39	279	1900	Detention hospital appropriation.
16044	39	284	1900	Nurses fix number and salary.
16095	39	291	1900	Detention hosptl. land trade concerning.
16138	39	290	1901	Contagious diseases to suppress.
16258	39	431	1901	Detention hosptl to finish and furnish.
16641	39	491	1901	Garbage concerning funds.
17520	39	605	1901	Baby farms, hosptls, etc. regulate.
18752	43	129	1901	Hospital to increase salary of head nurse.
18780	43	130	1901	Health officer to pay det. hsptl. employees.
2726	22	288	1902	Smoke nuisance to inspect.
2749	22	290	1902	Hospital and health dept. to investigate.
20056	43	373	1902	Cocaine regulate the sale of.
20716	43	40	1902	Bd. of H. to employ extra clerk to index bks.
21151	43	483	1902	Health officer to allow horse hire.
2985	22	310	1903	Hospital concerning.
21822	40	164	1903	Detention hospital part payment.
21878	40	186	1903	Detention hospital part payment.
21887	48	352	1903	Bd. of H. to employ certain employees.
21898	40	196	1903	Detention hospital to finish paying for.
21119	40	232	1903	Refund for guard service.
22265	43	584	1903	Architect for new city hospital.
22269	43	588	1903	Ice cream, regulating sale and manufacture.
22610	43	645	1903	Trash receptacles, concerning.
22860	43	671	1903	Garbage concerning while water supply off.
22869	43	671	1903	Sanitation rules and regulations.
23155	48	44	1903	Tuberculosis providing for registration.
23156	48	46	1903	Infectuous diseases amedatory.
23216	48	57	1903	Cream and milk regulating sale of.
23375	48	79	1903	Weeds concerning same.
23790	48	124	1903	Smoke concerning.
24202	48	173	1903	Architect for city hospital.

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<u>No. of</u> <u>Ord.</u>	<u>Bk</u>	<u>Pg</u>	<u>Year</u>	<u>Title</u>
24508	48	197	1903	Nurses additional to appoint at hospital.
24518	40	574	1903	Funds for detention hospital concerning.
3424	22	337	1904	Hospital joint committee on building.
24862	48	234	1904	Hospital fixing location and providing for.
24874	40	585	1904	Detention hospital to pay for completion.
25513	48	304	1904	Physicians and ambulances, concerning.
25565	48	306	1904	Milk inspctr. and asst. to appoint.
25566	48	307	1904	Meat and fish inspector to appoint.
25898	48	348	1904	Plumbing Inspctr. to appoint additional help.
25893	48	352	1904	Bd. of H. to make contract with Rendering Co.
26381	48	395	1904	Hospital to pay architect for.
26432	52	220	1904	Hospital part payment to architect.
26433	52	213	1904	Hospital, excavations and foundation.
26435	52	214	1904	Hospital, repairs to old building.
26522	48	516	1904	Meat, prohibiting sale of adulterated.
26981	48	474	1904	Scavenger fixing salary and duties.
27474	52	398	1904	Hospital repairs at.
27475	52	399	1904	Hospital repairs at to pay.
27489	48	518	1904	Hospital to employ additional help for.
27531	52	405	1904	Hospital repairs to pay for.
27704	52	426	1905	Hospital repairs to pay for.
27808	52	472	1905	Hospital repairs to pay for.
27965	52	520	1905	Hospital, testimony on investigation.
28403	52	557	1905	Labratory for city chemist to equip.
28404	52	558	1905	Labratory for city chemist to equip.
28405	52	558	1905	Hospital grading and excavating.
28633	52	589	1905	Hospital architect services to pay.
28710	52	604	1905	Hospital foundation work on.
29339	48	684	1905	Provide for holding clinics at hospital.
29644	54	76	1905	Contract for hospital.
29916	56	81	1905	Dead animals, concerning.
29972	57	64	1905	Hospital \$150,000 to build.
29981	55	60	1905	Hospital to condemn certain lands for.
30137	57	85	1905	Hospital, excavations on.
30163	56	91	1905	Garbage, confirming contract.
30299	54	140	1905	Garbage, confirming contract.
30698	54	183	1905	Garbage, confirming contract.
30818	57	179	1905	Street flushing machines to buy.
31014	57	221	1905	Garbage, confirming contract.
31169	57	269	1905	Hospital to pay for work on new.
31171	54	303	1905	Hospital, providing for name.

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