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FIFTH ANNUAL REPORT

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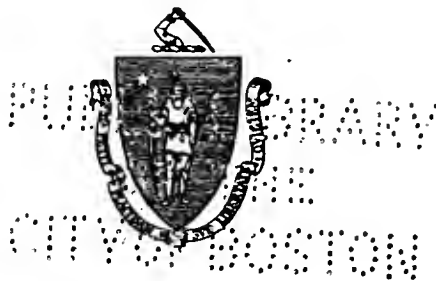
POLICE COMMISSIONER

FOR THE

CITY OF BOSTON.

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YEAR ENDING NOV. 30, 1910.



BOSTON:  
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,  
18 POST OFFICE SQUARE.  
1911.

64.5.62

Cont

Contn. Police Commissioner  
Mar. 9, 1911

pp. 10

APPROVED BY  
THE STATE BOARD OF PUBLICATION.

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# The Commonwealth of Massachusetts.

## REPORT.

HEADQUARTERS OF THE POLICE DEPARTMENT,  
OFFICE OF THE POLICE COMMISSIONER, 29 PEMBERTON SQUARE,  
BOSTON, Dec. 30, 1910.

To His Excellency EBEN S. DRAPER, *Governor*.

YOUR EXCELLENCY:— As Police Commissioner for the city of Boston I have the honor to present, in compliance with the provisions of chapter 291 of the Acts of 1906, a report of the work of the police department for the year ended Nov. 30, 1910.

### POLICE WORK AS TO CRIME.

The magnitude of the work of the department in matters not criminal will appear in later pages. On the criminal side the total number of arrests in 1910 was 71,207, as against 71,512 in 1909, 68,146 in 1908 and 57,078 in 1907. The eight general divisions under which offences are classed show the following numbers for the four years:—

OFFENCES.	Arrests in 1907.	Arrests in 1908.	Arrests in 1909.	Arrests in 1910.
Offences against the person,	2,979	3,591	3,156	3,326
Offences against property with violence,	535	692	525	479
Offences against property without violence.	3,055	4,048	3,783	3,584
Malicious offences against property,	165	185	176	137
Forgery and offences against the currency.	50	76	71	69
Offences against the license laws,	302	828	769	532
Offences against chastity, morality, etc.,	828	1,141	1,409	1,308
Offences not classed in the foregoing, including drunkenness.	49,164	57,585	61,623	61,766
Totals,	57,078	68,146	71,512	71,201

A summary of fines and imprisonments is shown as follows:—

	1907.	1908.	1909.	1910.
Persons fined, . . . . .	11,832	15,735	17,407	14,949
Total amount of fines, . . . .	\$110,129	\$159,982	\$161,399	\$138,140
Persons sentenced to imprisonment.	6,891	8,883	9,478	9,533
Total years of imprisonment, .	2,807	3,904	4,130	3,841

The reduction in the number of persons fined and in the aggregate of the fines, as compared with 1908 and 1909, indicates a decrease in minor offences. A like inference may be drawn as to the more serious crimes from the fact that, although the persons sentenced to imprisonment in 1910 numbered 55 more than in 1909, the aggregate of their sentences fell from 4,130 to 3,841, a reduction of 289 years. That this condition did not extend to the small number of crimes which are the gravest of all is shown by an increase in the number of persons sentenced to State Prison from 102 in 1909 to 140 in 1910.

#### NONRESIDENT OFFENDERS.

The proportion of nonresident offenders among the persons arrested continues to increase. When the first police commission was established, in 1878, the percentage was 19.90; in 1909 it was 39.08 and in 1910 it was 39.65. The statistics for the past ten years, covering arrests for all causes, are as follows:—

YEAR.	Total Arrests.	Nonresidents.	Percentage of Nonresidents.
1901, . . . . .	34,500	10,551	30.58
1902, . . . . .	34,732	10,631	30.61
1903, . . . . .	43,033	14,644	29.38
1904, . . . . .	50,265	18,030	35.86
1905, . . . . .	48,358	17,167	35.50
1906, . . . . .	49,906	18,001	36.06
1907, . . . . .	57,078	20,982	36.77
1908, . . . . .	68,146	26,113	38.32
1909, . . . . .	71,512	27,953	39.08
1910, . . . . .	71,201	28,233	39.65

In the single matter of arrests for drunkenness the percentage of nonresidents arrested has increased steadily in ten years from 29.90 per cent. in 1901 to 47.86 per cent. in 1910. Almost two-fifths of all the persons arrested in 1910 by the Boston police, and almost half of those arrested for drunkenness, were nonresidents.

#### STREET TRAFFIC RULES.

The street traffic rules, established two years ago by the street commissioners under the authority of chapter 447, Acts of 1908, are now in smooth and successful operation.

In the first three months of their enforcement, in 1909, 500 prosecutions a month were needed in order that drivers of vehicles might be convinced that it was absolutely necessary that they should learn and obey the rules. In the next three months the prosecutions dropped to 300 a month, and the total for the ten months to Nov. 30, 1909, was 2,724. The total for the twelve months ended Nov. 30, 1910, was 1,025; and as drivers continue to learn and obey, that number will doubtless be further reduced.

#### POLICE WORK ON JURY LISTS.

For the third year the police department, under the provisions of chapter 348, Acts of 1907, has assisted the Election Commissioners in ascertaining the qualifications of persons proposed for jury service. The police findings in these three years may be summarized as follows:—

	1908.	1909.	1910.	Totals.
Dead or could not be found in Boston, .	780	808	1,055	2,643
Physically incapacitated, . . . . .	492	223	332	1,047
Convicted of crime, . . . . .	156	58	183	397
Unfit for various reasons, . . . . .	119	266	707	1,092
Apparently fit, . . . . .	6,352	6,870	7,565	20,787
Total of names submitted to police,	7,899	8,225	9,842	25,966

The police department is not expected and does not undertake to guarantee the fitness of men upon whom it reports. It simply obtains the best information that it can as to their moral, mental and physical qualifications, and furnishes it to the Election Commissioners. The court records are searched, as they always have been, by agents of the election board, and when the present system was established, three years ago, it was agreed by the Board and the Police Commissioner that the police should not attempt to duplicate that work. The police came, additionally, upon 397 men whose conviction of crime had not been otherwise discovered.

With a superior criminal court and eight municipal courts in constant operation in Boston, and with the changes in name, residence and occupation on the part of many men who have been convicted in the course of years, here or elsewhere, it would be absurd to suppose that any possible search of records could disclose the experiences in court of the great numbers of men who are annually required for jury service.

#### AUTOMOBILE LAWS.

The automobile prosecutions in 1910 numbered 2,334, as against 2,196 in 1909. The fines imposed by the lower courts amounted to \$23,332, as against \$21,609 in 1909. These figures include prosecutions in parks as well as in streets, for violations of the State law or the park rules, but they do not include prosecutions of drivers of automobiles for violations of the street traffic regulations.

The first record of an automobile prosecution by the Boston police was made only nine years ago, when the single offence of the year 1901 was the driving of a motor car in a public park without a permit. In 1902 there were 33 prosecutions; in 1903, 67; in 1904, 179; in 1905, 102; in 1906, 308; in 1907, 961; in 1908, 1,865; in 1909, 2,196; in 1910, 2,334.

Accidents to persons, due to the operation of automobiles, are first recorded in the department reports in 1900. Beginning at that year their number to the present time is shown in the following table:—

YEAR.	Killed.	Injured.
1900, . . . . .	—	19
1901, . . . . .	—	8
1902, . . . . .	—	17
1903, . . . . .	2	24
1904, . . . . .	1	55
1905, . . . . .	2	78
1906, . . . . .	1	110
1907, . . . . .	7	105
1908, . . . . .	6	127
1909, . . . . .	9	251
1910, . . . . .	13	280

Of the 13 persons killed in 1910, 6 were riding in automobiles and 7 were struck by automobiles. Of the 280 persons injured in 1910, 32 were riding in automobiles and 248 were struck by automobiles.

#### PRIVATE USE OF PUBLIC STREETS.

Chapter 584, Acts of 1907, "An Act relative to the use of public streets in the city of Boston for the storage and sale of merchandise," has been for three years in successful operation. The purpose of its passage was to regulate the use of public streets for private business in the interest of the whole public. Such use had previously been contrary to law, and had been greatly abused by individuals. Under the new system it is lawful as far as permitted, and each individual holds a license which describes precisely the space which he is allowed to occupy. Payment for licenses was only an incident of the new system, but, as a matter of fact, the fees in three years, ranging from \$5 to \$100 for each license, have brought to the city of Boston a revenue of about \$83,000.

As the licenses are issued by the street commissioners, the

Police Commissioner approving, and the fees are collected by them, the police department receives no credit therefor in the city's books. But as a matter of fact this revenue, which is the result of legislation recommended, framed and in a large measure carried out by the police department, has been several thousand dollars in excess of the amount of the salaries of the Police Commissioner, the secretary and the whole staff of clerks employed by the department during the three years in which the act has been in effect. It is fair to assume, moreover, that the successful and profitable operation of the act encouraged the subsequent legislation concerning street privileges of other kinds, from the licensing of which the city expects to derive a very large revenue.

The situation before regulation was applied is described in the following passage from my first annual report, in December, 1906:—

The police are embarrassed in their efforts to secure a just and lawful regulation of the use of the streets and sidewalks for the use of private business. A canvass made in September showed that 338 permits issued by the superintendent of streets were in effect. Of these, 285 were for the use of parts of sidewalks in front of premises rented by the persons holding the permits, and 53 were for stands occupied by persons having no permanent places of business. The Police Commissioner can find no law which justifies the use of any part of a public street for the purchase or the sale of merchandise. The exercise by the city of Boston of the authority to issue such permits could be derived only from an act of the Legislature. The system has grown up through fifty years, and is confused, at least in the popular mind, by the existence of what are known as the market limits. To break it up would be to cripple a large, complicated and legitimate business, which is carried on mainly to the satisfaction of the public. And yet it seems to be necessary that such small parts of the system as may tend to obstruction or to injustice to persons renting neighboring premises should be discovered and eliminated; the part remaining should then be placed under the sanction of the law. The police would thus be saved the embarrassment, which has often arisen, of acting upon complaint against the dealer without a permit, brought by a neighboring dealer holding a permit which the police have a strong reason to believe is without legal validity. I respectfully recommend a thorough investigation of the subject, in order that the authority to give these street privileges may be established, and that thereafter persons assuming such privileges without right in law may be checked and punished.



This recommendation went to a committee of the Legislature which was so burdened with other business that it could not give the time needed for an investigation of this new and novel subject. Persons using the streets unlawfully could not be made to believe, on the other hand, that the matter was of interest to them. It was only by repeated announcements by the Police Commissioner, that unless an act legalizing the practice were passed he would consider it his duty to prosecute all persons who unlawfully occupied the streets, that the slightest interest could be aroused. Even then it was only by drawing personally an act which was new in itself, novel in principle and elaborate in detail that he succeeded in placing the matter fairly before the committee late in April, 1907. No report was made until June, and it was not until June 28, the last day on which any acts were approved by the Governor, that the bill became a law.

To put the act into effect was even more difficult, but after nearly two years of explanations and remonstrances, with a few prosecutions, it was so satisfactorily accomplished that I can recall no complaint received in the past twelve months. It is a popular mistake that the operation of the law affects only the market district; on the contrary, it extends to all parts of the city, and of more than 1,200 licenses issued annually, probably two-thirds are remote from that center.

It is proper to say, further, that the act placed in the hands of the Police Commissioner the control of hawkers and pedlers in so far as the times and places for carrying on their trade were concerned; and one of many results has been to keep them out of the business parts of the city in the business hours. I have gone into this matter in some detail because it shows the difficulty of restoring to the public its rights in the streets which private persons desire to monopolize; and the possibility of such restoration with benefit to the order of the city and even to its pecuniary profit.

#### JUVENILE OFFENDERS.

The laws providing for special treatment of juvenile offenders, passed in 1906, took effect on the first day of September in that year. The four annual reports of the Police Commis-

sioner made since that date have given full details of the operation of those laws in so far as the information possessed by the department would permit. They are now omitted because they vary but slightly from year to year.

The subject of juvenile lawlessness is of the greatest importance, and the police will continue to do such part of the work for its suppression as the laws shall assign to them from time to time.

#### DEPARTMENT EXPENSES.

In another part of this report will be found, in the usual form, a statement of the receipts and expenditures of the department for the police year ended Nov. 30, 1910. The special exhibit which follows was prepared from the reports of the city auditor in order that it might cover the city's fiscal year, which ends January 31 annually, and that advantage might be taken of the more detailed separation of accounts made by the auditor.

About 85 per cent. of all expenditures by the police department is for pay of members of the sworn police force and of persons retired therefrom on pension, both classes being subject, as to numbers and rates of payment, to authorities independent of the Police Commissioner.

The expenditures of the police department for general purposes, including the pay of all persons not members of the sworn police force, represent about 15 per cent. of the total. Such expenditures have been reduced rather than increased in the past four years, and I expect that a like condition will continue in the next fiscal year.

These statements are based on a careful analysis which I have made of the expenses of the police department as shown in the reports of the city auditor for the fiscal years 1905-06, 1907-08, 1908-09 and 1909-10. The fiscal year 1906-07 is omitted because of the fact that in June, 1906, the single Police Commissioner succeeded the Board of Police, and the Licensing Board was established, the effect of which was so to divide expenses and change details of bookkeeping that for purposes of comparison that year is not available.

Putting aside payments on account of pensions and on account

of salaries of the sworn police force, the analysis shows that the expenditures charged to the police department for all other purposes were as follows: —

Fiscal year 1905-06,	. . . . .	\$319,653
Fiscal year 1907-08,	. . . . .	292,341
Fiscal year 1908-09,	. . . . .	276,221
Fiscal year 1909-10,	. . . . .	286,833

These figures show a reduction in miscellaneous expenses charged to the police department as between the years 1905-06 and 1909-10 of \$32,820.

The collections by the police department on account of the licenses which it continues to issue, the amount of which collections depends to some extent on police vigilance, were \$46,742 in 1905-06 and \$51,339.25 in 1909-10, a gain of \$4,597.25.

It is proper to state, on the other side, that when the Licensing Board was established in 1906 it relieved the police department of certain expenses for clerks, rent, printing, etc. All expenditures of the Licensing Board in the fiscal year 1909-10, exclusive of the salaries of the members and the secretary, amounted to \$21,411. It may therefore be said that the saving in the general expenses of the police department as between 1905-06 and 1909-10 was sufficient to balance the running expenses of the Licensing Board, to meet the added miscellaneous costs of an enlarged police force and the general increase in the price of labor and supplies, and to show a balance above all of \$11,409.

The act under which the Police Commissioner is now serving required him to appoint a secretary at a salary of \$3,000 a year, and authorized him to expend annually \$3,500 for legal counsel. By the appointment as secretary of a lawyer who has attended successfully to the legal business of the department in addition to the duties of his office, the expense of \$3,500 a year has been saved, such saving in four and a half years to date amounting to \$15,750. In two instances only, and then for special public reasons, have payments been made under this authority, the fees amounting to \$350.

## OFFENCES AGAINST CHASTITY AND MORALITY.

The particularly vigorous work of the police in the years 1908 and 1909 for the suppression of public and semipublic sexual immorality was continued in 1910; but the previous work seems in itself to have reduced in some directions the number of opportunities for successful action.

The table which follows gives the whole number of arrests for offences against chastity and morality in each of the last nine years, those years being chosen because they represent not only the present police administration, but the three next preceding administrations:—

YEAR.	Arrests for Offences against Chastity and Morality.	YEAR.	Arrests for Offences against Chastity and Morality.
1902, . . . .	704	1907, . . . .	843
1903, . . . .	709	1908, . . . .	1,165
1904, . . . .	876	1909, . . . .	1,432
1905, . . . .	807	1910, . . . .	1,301
1906, . . . .	895		

This table omits from the total of each year the figures covering certain small items which are included in the regular statistical tables, but represent disorder rather than immorality. On the other hand, all yearly totals in this table include some offences involving sexual immorality, such as rape and indecent assault, which are usually classified under the heading "Offences against the person." As the figures of all years are treated uniformly, the means of comparison are perfect.

A closer view, showing the three great causes of arrest on account of sexual immorality, is given in the following comparative statement:—

ARRESTS FOR —	1902.	1903.	1904.	1905.	1906.	1907.	1908.	1909.	1910.
Fornication, . . .	138	94	253	284	260	279	375	520	408
Keeping house of ill fame.	55	80	66	52	65	74	114	112	60
Night walking, . . .	259	271	236	190	249	169	249	375	366
Totals, . . .	452	445	555	526	574	522	738	1,007	834

The foregoing figures, in common with some others in the first part of this report, will show a slight variation from those to be found in the statistical tables given later. The reason is that in this place court prosecutions are considered and in the tables arrests are recorded. At the beginning and the end of each year a slight variance is likely to arise in some cases because the arrest and the arraignment in court do not take place on the same day.

#### HOUSES OF ILL FAME.

The number of persons prosecuted in 1908 and 1909 for keeping houses of ill fame was very much the largest in the history of the department, and to that fact, as well as to circumstances which will be described later, is to be attributed the reduction in the number prosecuted in 1910. The number of prosecutions for keeping houses of ill fame each year for thirty years is shown in the following table:—

1881, . . . . .	25	1896, . . . . .	72
1882, . . . . .	52	1897, . . . . .	54
1883, . . . . .	63	1898, . . . . .	31
1884, . . . . .	67	1899, . . . . .	68
1885, . . . . .	43	1900, . . . . .	100
1886, . . . . .	84	1901, . . . . .	55
1887, . . . . .	50	1902, . . . . .	55
1888, . . . . .	25	1903, . . . . .	80
1889, . . . . .	55	1904, . . . . .	66
1890, . . . . .	27	1905, . . . . .	52
1891, . . . . .	31	1906, . . . . .	65
1892, . . . . .	40	1907, . . . . .	74
1893, . . . . .	19	1908, . . . . .	114
1894, . . . . .	46	1909, . . . . .	112
1895, . . . . .	69	1910, . . . . .	60

The evidence on which to base these 60 prosecutions was obtained through police efforts of many kinds, including 369 searches with warrants in 125 different places. In 1909 the number of places searched was 115 and the number of searches was 295. The difference between the work and the results in the two years indicates greater caution on the part of the offenders and the extension of police action to places less marked with suspicion.

The lower courts disposed of the cases of persons prosecuted for keeping houses of ill fame in the years 1908, 1909 and 1910, as shown in the following table:—

	1908.	1909.	1910.
Fined \$50, . . . . .	49	51	23
Fined \$75, . . . . .	-	1	3
Fined \$100, . . . . .	7	6	2
Discharged, . . . . .	16	13	8
Placed on file, . . . . .	11	8	3
Placed on probation, . . . . .	3	5	2
Prison at Sherborn, . . . . .	2	-	-
Pending, . . . . .	1	-	4
House of Correction one year, . . . . .	7	3	1
House of Correction eleven months, . . . . .	1	-	-
House of Correction nine months, . . . . .	-	1	1
House of Correction eight months, . . . . .	-	2	-
House of Correction six months, . . . . .	9	5	4
House of Correction four months, . . . . .	4	5	2
House of Correction three months, . . . . .	3	7	3
House of Correction two months, . . . . .	-	1	-
House of Correction one month, . . . . .	1	-	-
House of Correction nine months and \$100 fine, . . . . .	-	1	-

	1908.	1909.	1910.
House of Correction three months and \$100 fine,	-	1	-
House of Correction three months and \$50 fine,	-	-	1
House of Correction two months and \$75 fine, .	-	1	-
Common jail, . . . . .	-	1	1
Defaulted, . . . . .	-	-	1
Held for grand jury, . . . . .	-	-	1
Totals, . . . . .	114	112	60

The maximum penalty under the nuisance act is \$100 fine or twelve months' imprisonment, or both. The maximum fine was imposed in 1908 in 7 cases, in 1909 in 6 cases and in 1910 in 2 cases; the maximum imprisonment in 1908 in 7 cases, in 1909 in 3 cases and in 1910 in 1 case. In no case in any of those years did a court impose the maximum combined penalty of \$100 fine and twelve months' imprisonment.

The searches in suspected houses of ill fame disclosed evidence on which were based 23 prosecutions for violating the liquor law, with the following results: —

Fined, . . . . .	14
House of Correction six months, . . . . .	1
House of Correction three months, . . . . .	1
Discharged, . . . . .	4
Placed on file, . . . . .	3
Total, . . . . .	23

#### INMATES AND PATRONS.

The searches of houses of ill fame resulted further in the arrest on the premises of 84 men and 103 women, other than the keepers of the places, who were either actually engaged in the commission of crime or were open to prosecution as idle and disorderly persons. The manner in which these cases were disposed of in the lower courts, all the men being released on payment of fines, excepting 3, who were placed on probation or had their cases filed, is shown in the table which follows,

in comparison with the disposition of similar cases in the years 1908 and 1909:—

	1908.	1909.	1910.
Fined \$40, . . . . .	—	—	1
Fined \$30, . . . . .	—	—	1
Fined \$25, . . . . .	—	—	4
Fined \$20, . . . . .	135	216	131
Fined \$15, . . . . .	3	12	5
Fined \$10, . . . . .	—	2	5
Fined 1 cent, . . . . .	2	—	—
Placed on probation, . . . . .	27	24	19
Placed on file, . . . . .	9	15	5
Discharged, . . . . .	8	6	2
Defaulted, . . . . .	2	3	3
House of Correction one year, . . . . .	1	—	1
House of Correction six months, . . . . .	1	1	1
House of Correction four months, . . . . .	9	3	2
House of Correction three months, . . . . .	4	8	8
House of Correction two months, . . . . .	1	1	—
House of Correction one month, . . . . .	1	7	—
Prison at Sherborn, . . . . .	3	2	—
Jail four months, . . . . .	—	—	1
Jail three months, . . . . .	1	—	1
Jail fifteen days, . . . . .	1	—	—
Lancaster School, . . . . .	—	1	—
Held for grand jury, . . . . .	—	1	2
Pending, . . . . .	—	—	1
Totals, . . . . .	208	302	187



## NIGHT WALKERS.

The work of the police for the suppression of open immorality in the streets took the form of prosecution of common night walkers, and of women and girls not properly to be classed as common night walkers, but nevertheless guilty of immoral acts and conduct. As night walkers offend in public the police were able to make substantially as many prosecutions as in 1909, the figures for the last four years being, 169 in 1907, 249 in 1908, 375 in 1909 and 366 in 1910. Cases were disposed of in 1910, in comparison with 1908 and 1909, as follows:—

	1908.	1909.	1910.
Probation, . . . . .	99	172	190
On file, . . . . .	9	8	10
Defaulted, . . . . .	6	12	8
Fined, . . . . .	1	1	4
House of Correction one year, . . . . .	2	—	—
House of Correction six months, . . . . .	7	12	12
House of Correction four months, . . . . .	42	52	42
House of Correction three months, . . . . .	36	44	27
House of Correction two months, . . . . .	10	11	7
House of Correction one month, . . . . .	2	1	1
Prison at Sherborn, . . . . .	30	45	44
State Farm, . . . . .	4	10	14
Lancaster School, . . . . .	1	—	—
Jail four months, . . . . .	—	2	4
Jail three months, . . . . .	—	1	—
Discharged, . . . . .	—	2	3
Pending, . . . . .	—	2	—
Totals, . . . . .	249	375	366

The great proportion of night walkers placed on probation gives particular interest to the results of such action. In no spirit of criticism, and without having gone below the surface of the matter, it is worth while to note results in 68 cases in which night walkers prosecuted by the police in one particular division were placed on probation within the year. Of the 68, 1 was sent to a State asylum for the insane; 9 are in private reformatory institutions in accordance with the terms of their probation; 5 were surrendered by the probation officers and sentenced; 23 defaulted, that is to say, broke the conditions of their probation and presumably disappeared; 16 were dismissed because of satisfactory conduct during the term of their probation, which is usually six months; and 14 cases are pending.

Women and girls arrested in the streets for immoral conduct, but not properly to be classed as common night walkers, numbered 58, and their cases were disposed of as follows:—

Delivered to parents, . . . . .	22
Delivered to State Board of Charities, . . . . .	7
Delivered to private institutions, . . . . .	1
Discharged at station house, . . . . .	6
Placed on probation, . . . . .	9
State Farm, . . . . .	4
Woman's Prison at Sherborn, . . . . .	1
Lancaster School, . . . . .	3
House of Correction six months, . . . . .	1
House of Correction four months, . . . . .	2
House of Correction three months, . . . . .	1
House of Correction two months, . . . . .	1
	—
Total, . . . . .	58

#### THE LAW AND THE POLICE.

An attempt to close a house of prostitution by means of an injunction against the owner of the real estate was described in last year's report. The procedure is based on Revised Laws, chapter 101, section 8, but has long been known to the police, through actual experiment, as of no value for such a purpose. At the request, however, of an officer of a private organization, and as a further test of the law, the police department

aided in securing an injunction against the owner of the house. No court contest was made by the respondent and the injunction became operative Sept. 14, 1909.

The theory of the law and the belief of interested though inexperienced persons is that, with an injunction against the further use of the house for purposes of prostitution, the owner of the real estate would be in contempt of court, and subject to imprisonment if the house were again so used. But in line with previous experiences the title of the real estate was almost immediately transferred to another person, and as against the new owner the injunction had no force.

Meanwhile, the police had continued to watch the house and to search it with warrants, woman number 1, who was in charge of the premises when the injunction was sought, though not the owner of the real estate, having turned the management over to woman number 2. When the last annual report of the police department was closed, Nov. 30, 1909, the house was apparently occupied by permanent male lodgers.

But woman number 2 gradually took up the old practices, and in consequence of evidence secured by the police in February, 1910, a warrant for her arrest was applied for. It was refused by the court on the ground that it appeared that she had given up business at that place. What she had really done was to transfer the management to woman number 3, which is the plan usually followed in such cases.

The police were compelled to begin their work over again with woman number 3, and it was not until November, 1910, that they secured evidence enough to take her to court. She was arrested, and after her case had been continued she pleaded guilty, paid a fine of \$50 and turned the house over to woman 4.

Dec. 3, 1910, the police had sufficient evidence to ask for a warrant for woman number 4, which was granted, but she kept out of the way, woman number 5 taking her place, and was not arrested until December 28, when the case in court was continued to Jan. 6, 1911.

The record of this particular house in the past two years illustrates many aspects of the contest which the police are carrying on against the business of vice; but especially and most discouraging of all, I venture to say, is that attitude of

the courts which makes it easy for keepers of houses of ill fame to avoid conviction, and when convicted after all, to escape, in many cases, with petty fines.

When court results are considered it is hardly an exaggeration to say that in cases such as the following the police are wasting their time and the laws are brought into contempt. A woman controls a house of eight suites. She lives in one of them, rents such of the others as she chooses, and two have been used for years for immoral purposes. They are barricaded like old-fashioned gambling houses, and when the police appear and are seen through a peephole, they are unable, as a rule, to gain entrance in time to secure incriminating evidence. From Dec. 1, 1907, to March 3, 1908, seven different women were the ostensible keepers of the place. On the latter date the seventh woman was convicted of keeping a house of ill fame, and the penalty was a fine of \$50. Under these conditions a policeman in uniform was stationed in front of the house from Aug. 16, 1908, to Oct. 16, 1909. The business apparently was too profitable to be given up readily, but it was damaged to such an extent that on the latter date the apartments were vacated. In a few months, however, business was resumed. From April 10 to Nov. 20, 1910, the place was searched twenty-one times by the police, and the only success, if a fine of \$50 imposed by the court can be called a success, was the conviction of the woman who was the ostensible keeper in August, 1910. It is practically useless to attempt to collect evidence when the results are such as these. On this point I may appropriately repeat what I said in my annual report two years ago:—

It is hard to believe that the Commonwealth should condone such an offence as this for any sum of money paid, and especially for a pittance that can be charged to the profit and loss account without embarrassment to the business or interruption of its successful progress.

#### THE BUSINESS OF VICE MODERNIZED.

In previous reports I have spoken of the gradual disappearance of the old-fashioned houses of ill fame,—single houses with resident inmates. The movement has continued through the past year, and among those which gave up busi-

ness it is worth while to mention three houses standing together in a short street between Bowdoin Square and the State House, which had been carried on for a generation. The character of their "trade" may be judged from the fact that when the furniture of one of them was sent to an auction room it was estimated to have cost \$18,000. Police pressure accounts in a large measure for these surrenders, but the most important instrumentality in the change which for good or for evil has taken place in the business of vice is the telephone, with the modern system of operation which throws its use open not only to subscribers but to the whole public. The "telephone house," as it has come to be known, and in most cases it is but an apartment, is practically an exchange, in which the tenant, without keeping women in the place, fills orders, so to speak; and even when the police become suspicious and arrive with a liquor search warrant, which is their only legal and practicable means of securing entrance, they usually find nothing incriminating on the premises. A person carrying on the business in this way receives messages by telephone from men, and has at her call numbers of women and girls who use the telephone at stated times to learn whether or not they are wanted.

The telephone is essential, also, in a large number of cases in which women live alone, or usually two together, in the small flats which have become so numerous. By its use men can arrange with the women and the women can communicate one with another from house to house. In one police division which contains no known houses of ill fame, in the sense in which the term has heretofore been used, 17 places were searched in 1910, 15 of which were flats of this character. In all the 17 places evidence of violation of the laws was obtained, resulting in the arrest of 2 persons for illegal sales of liquor and of 35 persons for adultery or fornication. But not in a single case was the evidence sufficient to establish a charge of keeping a house of ill fame.

Lodging houses in great numbers, where "no questions are asked," and men and women may come and go at pleasure, provided they make no disturbance, are practically beyond the reach of the police except in cases in which criminal practices

are carried on to such an extent that it is possible, through an unexpected search, to secure evidence of a character and quantity to convince a court that the house is a place "resorted to for prostitution." In one place 6 persons were arrested for fornication and convicted. On the strength of that evidence the proprietor was arrested on a charge of keeping a house of ill fame, but was discharged by the court. In another case 26 persons were arrested for fornication and convicted, and the two proprietors were fined, respectively, \$50 and \$100. Again, with 10 arrests and convictions for fornication, the keeper of the house was fined \$75; and in still another, with 8 arrests and convictions for fornication, the keeper was placed on probation. Similar instances, though less marked, have been numerous.

I am aware that some hotels of the lower class are large contributors to the convenience of mercenary vice. In a few cases in which the police were able to show that women were allowed to loiter on the premises for immoral purposes, and afterwards committed criminal acts, the managers of hotels of this kind have been convicted of keeping places resorted to for prostitution, and their business has been destroyed. Even the most carefully conducted hotels cannot question their guests and determine their legal relations to one another; but there are hotels of another kind, whose managers are careless, indifferent or actually aware that their rooms are used for immoral purposes, and are ready to profit by such use. To this latter class the police will continue to give particular attention.

#### PUBLIC AND POLICE.

The police department regards the business of vice as a social tragedy which has gone on from the beginning and presumably will continue to go on to the end; but police action against it is confined, of necessity, to the attempted enforcement of the laws. The police have no other mission or authority, and their efforts to reduce the profits of the business, to secure the adequate punishment of those who engage in it, and thus to check its growth, have met with practically no helpful or appreciative response from any direction. If a future Police Commissioner were intending to pursue the same course with

respect to the business of vice that has been followed for four years, I should advise him that he might expect loyal support from the police when once he had convinced them that he was in earnest; little encouragement from courts; bitter hostility from persons whose profits were curtailed; indifference from the public; and from a few enthusiasts in the cause of social purity, whose admirable purposes are not sustained by straight and intelligent thinking, he would be sure to receive some measure of abusive criticism. I should advise him that unless he held his oath of office in high regard, and cared for no reward other than the consciousness that he had done his duty faithfully and with some benefit to the community, it would be better for him personally that he should follow the easy road of indifference, which is always chosen by those who are officially blind.

#### ARRESTS FOR DRUNKENNESS IN BOSTON.

The subject of the increase in arrests for drunkenness in Boston has been discussed a good deal in the last year or two. After careful study of the matter I feel sure that whatever else the figures of such arrests may show they furnish no conclusive evidence in any year or series of years to prove that drunkenness among the people of Boston is increasing. The problem is too complex to be solved by means so simple. Without anticipating the full statements which appear later in this report, I may properly emphasize at once a point which is vital in the consideration of the whole subject. The arrests per 1,000 of population in 1910 were 71.18, as against 33.33 per 1,000 in 1902. Hence, drunkenness in Boston might be regarded as having more than doubled in eight years, which is an absurd assumption. On the other hand, the arrests in Boston in 1892 were 71.87 per 1,000, as against 33.33 in 1902. Hence, drunkenness by this process of reasoning must have decreased more than half in the ten years from 1892 to 1902, an assumption equally absurd. Again, the rate per 1,000 increased from 33.33 in 1902 to 47.69 in 1903 and 56.89 in 1904, but no one could imagine that those increases in arrests represented corresponding changes in one or two years in the drinking habits of the people.

It is necessary to take into consideration the changes in the course of years in the laws relating to the punishment and probation of drunken persons, and to the sale of liquor; the vast increase in the number of persons living in adjacent no-license cities and towns who make Boston their drinking place; the "policies" which from time to time, through city authorities, courts and commissioners, have directed or influenced the police in taking drunken persons into custody; and the reasonable insistence on the part of the sober and orderly people who are in the vast majority, — an insistence which in the last few years has been especially emphatic, — that drunken men shall not be allowed to make life dangerous and uncomfortable in the streets and other public places, and in the trains and cars which all must use.

#### ONE DAY OF HEAVY ARRESTS.

As an introduction to the study of this subject an analysis of one day's arrests, probably the heaviest for the year, may first be presented. The daily police reports received Sunday, March 27, 1910, showed that in the twenty-four hours of the police day ended at 8 o'clock that morning there had been 327 arrests for drunkenness. Saturday arrests are always more numerous than those of any other day, and this particular Saturday was the eve of the festival of Easter. In order that a thorough analysis of the arrests for drunkenness on one such day might be made, special reports were called for from all police divisions on the Monday following, and the results are given herewith.

Whole number of persons arrested for drunkenness in Boston in the twenty-four hours ended at 8 A.M. Sunday, March 27, 1910: men, 310; women, 17; total, 327.

	Men.	Women.	Total.
Residents of Boston, . . . . .	143	13	156
Not residents of Boston, . . . . .	167	4	171
Married, . . . . .	92	9	101
Unmarried, . . . . .	218	8	226



The ages were as follows:—

Under 21, . . . . .	6	51 to 55, . . . . .	17
21 to 25, . . . . .	40	56 to 60, . . . . .	10
26 to 30, . . . . .	43	61 to 65, . . . . .	7
31 to 35, . . . . .	57	66 to 70, . . . . .	4
36 to 40, . . . . .	59		
41 to 45, . . . . .	44	Total, . . . . .	327
46 to 50, . . . . .	40		

The following were the times at which arrests were made:—

8 A.M. to 12 M., . . . . .	23
12 M. to 5 P.M., . . . . .	48
5 P.M. to 6 P.M., . . . . .	17
6 P.M. to 7 P.M., . . . . .	15
7 P.M. to 8 P.M., . . . . .	24
8 P.M. to 9 P.M., . . . . .	28
9 P.M. to 10 P.M., . . . . .	32
10 P.M. to 11 P.M., . . . . .	33
11 P.M. to 12 midnight, . . . . .	54
Midnight to 1 A.M., . . . . .	32
1 A.M. to 8 A.M., . . . . .	21
Total, . . . . .	327

The birthplaces of the persons arrested were as follows:—

United States, . . . . .	168	Poland, . . . . .	4
Ireland, . . . . .	85	Finland, . . . . .	3
Canada and British Prov- inces, . . . . .	31	Germany, . . . . .	3
England, . . . . .	9	Norway, . . . . .	2
Sweden, . . . . .	8	Russia, . . . . .	2
Scotland, . . . . .	7	France, . . . . .	1
Italy, . . . . .	4	Total, . . . . .	327

The 171 persons who were not residents of Boston were registered as follows:—

Outside Massachusetts, . . . . .	19	Lynn, . . . . .	10
No home, . . . . .	13	Everett, . . . . .	8
Foreign seamen, . . . . .	10	Quincy, . . . . .	8
Cambridge, . . . . .	17	Brockton, . . . . .	6
Chelsea, . . . . .	10	Newton, . . . . .	5

Somerville, . . . . .	5	Waltham, . . . . .	2
Malden, . . . . .	3	Watertown, . . . . .	2
Medford, . . . . .	3	Andover, Arlington, Brook-	
Revere, . . . . .	3	line, Concord, Duxbury,	
Woburn, . . . . .	3	Fall River, Hopedale,	
Abington, . . . . .	2	Littleton, Manchester,	
Braintree, . . . . .	2	Marblehead, Milton, Natick,	
Canton, . . . . .	2	Needham, New Bedford,	
Dedham, . . . . .	2	Randolph, Rockland,	
Hyde Park, . . . . .	2	Saugus, Southborough,	
Lawrence, . . . . .	2	Stoneham, Swampscott,	
Lowell, . . . . .	2	Walpole, Weymouth,	
Melrose, . . . . .	2	1 each, . . . . .	22
Salem, . . . . .	2		
S Sharon, . . . . .	2	Total, . . . . .	171
Wakefield, . . . . .	2		

The following statement shows the number of residents of each of the several sections of the city arrested throughout the city, whether in their home police division or elsewhere:—

RESIDENTS OF—	Arrested in Home Divisions.	Arrested in Other Divisions.	Total Residents Arrested.	Population.
Charlestown, . . . . .	16	4	20	41,444
East Boston, . . . . .	5	6	11	58,488
North End, . . . . .	8	1	9	33,575
West End, . . . . .	5	5	10	46,458
Court Square Division, . . . . .	—	—	—	3,717
LaGrange Street Division, . . . . .	5	3	8	17,295
South End, . . . . .	13	10	23	59,161
Roxbury, . . . . .	23	11	34	142,260
South Boston, . . . . .	13	5	18	72,768
Dorchester, . . . . .	6	6	12	96,829
West Roxbury, . . . . .	—	3	3	45,637
Brighton, . . . . .	1	4	5	26,588
Back Bay, . . . . .	1	2	3	26,365
Totals, . . . . .	96	60	156	670,585

The figures of population are those of the United States Census of May 1, 1910. They are given by sections of the city rather than by police divisions, in order that they may be the better understood. In some cases, as, for instance, "North

End," "West End," etc., where there are no established boundaries, the figures represent the populations of the local police divisions. In other cases, as in South Boston and Roxbury, the figures represent the aggregate populations, respectively, of divisions 6 and 12 and divisions 9 and 10.

It may be stated, further, that the police listing showed that on April 1, 1910, there were in Boston 204,500 male residents twenty years of age or more.

The arrests of residents and nonresidents of Boston, by police divisions, were as follows: —

	Residents of Boston.	Non- residents of Boston.	Totals.	Population.
Division 1 North End, . . .	19	63	82	33,575
Division 2 Court Square, . . .	9	9	18	3,717
Division 3 West End, . . .	6	22	28	46,458
Division 4 LaGrange Street, . . .	14	28	42	17,295
Division 5 South End, . . .	20	7	27	59,161
Division 6 South Boston, . . .	14	7	21	33,285
Division 7 East Boston, . . .	5	2	7	58,488
Division 8 harbor police, . . .	—	—	—	—
Division 9 Dudley Street, . . .	19	—	19	70,961
Division 10 Roxbury Crossing, . . .	12	2	14	71,299
Division 11 Dorchester, . . .	8	1	9	96,829
Division 12 South Boston, . . .	2	1	3	39,483
Division 13 West Roxbury, . . .	2	4	6	45,637
Division 14 Brighton, . . .	1	4	5	26,588
Division 15 Charlestown, . . .	21	20	41	41,444
Division 16 Back Bay, . . .	4	1	5	26,365
Totals, . . . . .	156	171	327	670,585

The 327 cases were disposed of as follows:—

Released when sober by probation officers, without going to court, 169

In court, not punished:—

Placed on file, . . . . .	33
Placed on probation, . . . . .	19
Released, . . . . .	5
Defaulted, . . . . .	3
	— 60

In court, punished:—

Fined \$5, . . . . .	37
Fined \$8, . . . . .	1
Fined \$10, . . . . .	1
Jail fourteen days, . . . . .	1
House of Correction ten days, . . . . .	5
House of Correction fourteen days, . . . . .	5
House of Correction one month, . . . . .	18
House of Correction two months, . . . . .	4
House of Correction three months, . . . . .	7
Sent to State Farm, . . . . .	17
Sent to Deer Island hospital, . . . . .	1
Sent to Prison at Sherborn, . . . . .	1
	— 98

Total, . . . . .	327
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The following features of this one day's record, which in almost all respects, except the number of arrests, is typical of the whole year, deserve particular notice:—

1. The nonresidents were 52.29 per cent., a proportion in excess of the normal, for the nonresidents arrested for drunkenness in the entire year were 47.86 per cent. of the whole number. An interesting detail is the fact that of 110 persons arrested in the North and West Ends only 25 were residents of any part of Boston.

2. The women arrested numbered but 17 in a total of 327. Only 2 were under thirty years of age, one being twenty-two, the other twenty-seven; and of those remaining, 8 were between thirty and forty, 3 between forty and fifty, 2 between fifty and sixty, 1 was sixty and 1 was sixty-five. Six of the women were arrested in one division in a tenement-house carouse, 2 being taken at midnight Saturday and 4 at 3 o'clock Sunday morning. That these 6 were old offenders was shown

by the fact that they ranged from thirty-five to sixty-five years of age, and that all were sent away, 3 to the State Farm and 3 to the House of Correction. Four of the 17 were non-residents. It is a remarkable circumstance that nine of the fifteen land divisions contributed not one woman resident to the number arrested. No woman, for instance, was arrested who lived at the North End, the West End or South Boston; and I mention those sections in particular because together they have a population of more than 150,000 persons, the great majority of whom are poor or in moderate circumstances.

3. Again, taking the same three sections which furnished no women residents to the list, the returns show among the arrests in all parts of the city only 9 men who lived at the North End, 10 at the West End and 18 at South Boston.

4. A subject for further study by sociologists is found in the fact that although but 6 of the 310 men arrested were under twenty-one years of age, only 92 were married, as against 218 unmarried. Unmarried men of mature age form the great majority of the offenders.

5. Of the 327 persons arrested, 169 were released by the probation officers without even going to court and 60 others passed through the courts unpunished; that is to say, 229 of the 327 arrested were simply cared for, and, except for confinement until they were sober, suffered no damage in person or property. Of the 98 who were punished by the courts, not one of whom evidently from his record was deemed worthy of probation, 39 escaped with fines.

#### ARRESTS FOR DRUNKENNESS IN FIFTY-ONE YEARS.

The material for the table which follows has been gathered with much difficulty from the reports of the Chief of Police up to 1878, of the Police Commissioners appointed by the mayor of Boston from 1878 to 1885, of the Board of Police appointed by the Governor from 1885 to 1906, and of the Police Commissioner appointed by the Governor from 1906 to 1910. It will be of service not only to the police department but to all officials and private citizens who may be interested in the subject. It was compiled for no other purpose.

Prior to 1886 the reports contain no separate figures for

men and women, and prior to 1887 there is no separation of residents and nonresidents.

The reports of the Chief of Police are for calendar years; of the early Police Commissioners, for twelve months ending April 30, annually; and of the Board of Police and the present commissioner, for twelve months ending November 30, annually. Figures for the year 1885 cannot be given, except those of population, because the Board of Police took control July 23 of that year and though it reported for the period from that date to November 30, no report can be found for the time from May 1 to July 23. Even if it had been made the total of the two reports would cover only seven months.

The figures of population at the beginning and in the middle of each decade are those of the United States and the State censuses, respectively; all others are estimates based thereon.

The following is the table of arrests since 1860:—

YEAR.	Males.	Females.	Totals.	Non-residents.	Population.	Arrests per 1,000 of Population.
1860,	—	—	13,157	—	177,840	73.98
1861,	—	—	17,324	—	180,000	96.24
1862,	—	—	14,904	—	183,000	81.44
1863,	—	—	17,924	—	186,000	96.36
1864,	—	—	14,380	—	189,000	76.08
1865,	—	—	13,885	—	192,318	72.19
1866,	—	—	15,542	—	197,000	78.89
1867,	—	—	13,800	—	200,000	69.00
1868,	—	—	18,475	—	230,000	80.33
1869,	—	—	19,446	—	235,000	82.74
1870,	—	—	18,678	—	250,526	74.68
1871,	—	—	18,089	—	260,000	69.57
1872,	—	—	16,612	—	270,000	61.53

YEAR.	Males.	Females.	Totals.	Noo- residents.	Population.	Arrests per 1,000 of Pop- ulation.
1873,	-	-	16,810	-	280,000	60.04
1874,	-	-	18,000	-	330,000	54.82
1875,	-	-	16,645	-	341,919	48.68
1876,	-	-	15,067	-	346,000	43.55
1877,	-	-	14,373	-	350,000	41.07
1878,	-	-	13,976	-	354,000	39.48
1879,	-	-	14,267	-	358,000	39.85
1880,	-	-	17,329	-	362,839	47.76
1881,	-	-	19,360	-	367,000	52.75
1882,	-	-	18,466	-	372,000	49.64
1883,	-	-	18,629	-	377,000	49.41
1884,	-	-	16,784	-	384,000	43.70
1885,	-	-	-	-	390,393	-
1886,	13,304	2,875	16,179	-	402,000	40.24
1887,	16,081	3,060	19,141	7,809	414,000	46.23
1888,	19,399	3,645	23,044	9,621	426,000	54.09
1889,	21,580	3,411	24,991	9,808	438,000	57.06
1890,	20,492	3,478	23,970	8,964	448,447	53.45
1891,	23,727	3,669	27,396	10,941	458,000	59.80
1892,	29,933	3,705	33,638	13,779	468,000	71.87
1893,	27,661	3,153	30,814	13,728	478,000	64.48
1894,	22,075	2,988	25,063	11,157	488,000	51.36
1895,	23,354	2,831	26,185	11,595	496,920	52.69
1896,	28,125	3,075	31,200	14,356	510,000	61.17
1897,	26,591	3,052	29,643	13,413	523,000	56.68
1898,	23,273	2,884	26,157	11,615	536,000	48.80

YEAR.	Males.	Females.	Totals.	Non-residents.	Population.	Arrests per 1,000 of Population.
1899,	21,053	2,822	23,875	9,815	549,000	43.49
1900,	16,159	2,442	18,601	7,155	560,892	33.16
1901,	16,916	2,572	19,488	7,631	568,000	34.31
1902,	16,666	2,501	19,167	7,543	575,000	33.33
1903,	24,543	3,214	27,757	11,806	582,000	47.69
1904,	29,888	3,623	33,511	14,533	589,000	56.89
1905,	28,734	3,564	32,298	13,937	595,380	54.24
1906,	29,340	3,490	32,830	14,635	610,000	53.82
1907,	33,600	3,789	37,389	17,061	625,000	59.82
1908,	38,442	4,026	42,468	20,270	640,000	66.36
1909,	41,003	4,318	45,321	21,585	655,000	69.19
1910,	43,489	4,243	47,732	22,846	670,585	71.18

#### NONRESIDENTS ARRESTED FOR DRUNKENNESS.

In the foregoing table that part which gives the number of arrests per 1,000 of population should be considered in its relation to nonresidents arrested for drunkenness. No city in the United States approaches Boston in the relative size of the population outside its official limits but practically part of it in business and social affairs. The official population is 670,000, but in those parts which make up what has come to be known as the "real Boston" there is an equal number of persons who cannot be counted in a computation of the number of arrests per 1,000. They live, moreover, in cities and towns which are practically all and always without liquor licenses, and for such of those persons as wish to drink liquor Boston is the common resort.

The following table, which has appeared in several recent annual reports, as showing the proportion of nonresidents arrested for drunkenness in the preceding ten years, is here reproduced:—



YEAR.	Total Arrests for Drunkenness.	Percentage of Non-residents.
1901, . . . . .	19,488	29.90
1902, . . . . .	19,167	39.35
1903, . . . . .	27,757	42.53
1904, . . . . .	33,511	43.36
1905, . . . . .	32,298	43.14
1906, . . . . .	32,380	44.57
1907, . . . . .	37,389	45.63
1908, . . . . .	42,468	47.73
1909, . . . . .	45,321	47.62
1910, . . . . .	47,732	47.86

#### EFFECT OF "POLICIES" ON ARRESTS FOR DRUNKENNESS.

Since 1906 the police department has been free, for the first time practically since 1860, from such relations to liquor laws, actual or proposed, or to the granting of licenses to sell liquor, as might influence the police consciously or unconsciously to increase or to reduce the number of arrests for drunkenness. In the years immediately preceding 1906 such considerations were less potent, even though licenses were still granted by the boards of police, because the system of liquor laws and the rules regulating the granting of licenses had become well established. But from 1860 to 1875 the contest between prohibition, which was then the law, and license, which many sought to substitute, was sharp and continuous; and both sides watched the figures of arrests for drunkenness. Then, in 1875, came what might be called the open license laws, under which licenses were granted to all suitable persons and places, without regard to number. Some years afterwards the law limiting the number of licenses by population took effect, accompanied and followed by radical increases in the schedule of fees charged. Through all the intervening years proposals for new legislation have been numerous, and annually the citizens have voted

upon the question whether or not licenses should be granted. All disputants were inclined to point to the number of arrests for drunkenness whenever the record seemed to help their cause.

In the early part of the period which the table covers manipulation of arrests for drunkenness was bold and even lawless. In 1864 the city authorities instructed the police that all persons arrested for drunkenness but not put into court, several thousands annually, were to be entered as "lodgers." This continued until 1870, when it was ordered that such persons should be entered as "disorderly." The new rule was followed until the Board of Police Commissioners, in 1879, put an end to it, with the following comment:—

The only object could be to cover up the number of arrests for drunkenness, as the police had no more authority in law for discharging, on their own responsibility, a person arrested for being disorderly than they had for discharging a person arrested for intoxication. On the 21st of November last an order was issued instructing officers to enter on the records, in all cases, the actual cause of arrest.

It is fortunate that through the years in which this deceit was practiced the police, on their own account, followed the custom of marking on the books a "d" against the name of every person actually arrested for drunkenness, but put down officially as a "lodger" or as "disorderly." It is this which makes it possible to give in the table a correct statement of arrests for drunkenness in those years.

#### PUNISHMENT AND PROBATION.

For many years before 1882 the usual punishment for a first offence of drunkenness was a fine of \$5 and costs, amounting to about \$7.50. In 1882 the fine was reduced to \$1 and costs; and later, through the establishment of the probation system, the fine for a first offence, unless attended by disorder or other misconduct, practically disappeared.

There is a general lack of information on the part of the public as to the lenient and yet legal course of treatment received in Boston by persons arrested for drunkenness who are not known to be old offenders. A certain custom of the

police of a western city has caused the public exploitation of what is called the "sunrise court;" and many good citizens have suggested that the "court" be established in Boston. The "sunrise court" consists simply in this, that early in the morning the officer in charge of a police station in that city examines the men who have been arrested for drunkenness, and, according to his judgment or inclination, discharges such of them as he chooses, the advantage to them being that they are not compelled to appear in court and will be in time to go about any work which they have.

This method may be an advance over those previously followed in that city, but it is a crude and unlawful form of a system established by law and carried on by lawful processes in Boston for nearly twenty years. No policeman has a right under our laws to discharge a man who has been arrested for a specific offence. Those taken into custody merely as suspicious persons may be set at liberty, but for the protection of the citizen himself it is required that if arrested he shall be arraigned in court. The man arrested for intoxication may escape arraignment, but through a system that is strongly safeguarded. Here is the method of operation, under specific provisions of law, of the Boston "sunrise court:"—

At 4 or 5 o'clock in the morning the officer in charge of a station has brought before him all men under arrest for drunkenness who have become sober enough to meet the requirements of the law. He tells them that each has a right to make and sign a statement, giving his true name and address, the number of persons dependent upon him and his place of employment, declaring that he has not been arrested for drunkenness within the twelve months next preceding, and asking that he may be released on what is commonly called probation. This printed form is not a police document; it is prepared by the municipal court, and the police assist the man in filling it properly.

From the five divisions in the city proper, in which most of the arrests are made, the men are taken to the city prison with their statements. Probation officers are in immediate attendance there, as at all the station houses which send prisoners to other courts. The probation officers are not policemen,

but officers appointed by the courts and responsible to them. Probation work is their sole occupation, and with long experience not only with the general subject but in multitudes of cases of particular individuals, and with complete records to aid them, they pass upon the applications for release. Those who are deemed worthy are set at liberty immediately and early enough to go about their business, and even among the others many are afterwards placed on probation by the courts. A person who is refused probation by the officer first and by the court afterwards may safely be regarded as undeserving.

This information will explain the meaning of some of the entries as to disposition of cases under the preceding account of one day's arrests for drunkenness in Boston. As already pointed out, the arrests of that day were unusual in number and to some extent in matters of detail. But if the cases of the 47,732 persons arrested for drunkenness in 1910 had been disposed of in like manner, the record would have been as follows: —

Released when sober by probation officers without going to court, . . . . .	24,668
Placed on probation by court, . . . . .	2,778
Cases filed by court, . . . . .	4,816
Discharged by court, . . . . .	730
Defaulted when on bail, . . . . .	439
Fined, . . . . .	5,689
House of Correction, ten days to three months, . . . . .	5,689
State Farm, . . . . .	2,482
Jail fourteen days, . . . . .	147
Prison at Sherborn, . . . . .	147
	<hr/>
Total arrests, . . . . .	47,732
Released without going to court, . . . . .	24,668
	<hr/>
To be disposed of by court, . . . . .	23,064
Released by court without penalty, . . . . .	8,763
	<hr/>
Punished by fine or imprisonment, . . . . .	14,301

Probation work is carried on by 3 men and 3 women in the superior court and by 16 men and 5 women in the lower courts. The statistics for that work in the police year are not available,

but on the assumption that they are in proportion to those of the preceding probation year, it will be found that many more than twenty thousand persons arrested in Boston for drunkenness in 1910 were released lawfully when sober by court officers, but without going to court; that thousands of others, though appearing in court, suffered no punishment, and that those punished were a small minority.

The fact is that the police are in a large measure the caretakers of great numbers of men who voluntarily become intoxicated; that their arrest saves them in many cases from injury, death or robbery; that when they need a doctor or a hospital they receive the benefits of either or of both without cost; and that while awaiting action upon their cases they are even fed at the expense of the city.

Considering all the conditions which I have described it is not strange that arrests for drunkenness should increase relatively as well as actually. Neither the police department nor the individual policeman desires that such arrests shall be made except as a performance of duty towards the intoxicated persons and the sober public. As the police have received no specific instructions on the subject, and as arrests are to policemen a source of danger, trouble and often loss of time in court which should be their own, and are profitable to them neither in money nor in their department records, it is safe to say that whether the arrests be 40,000 or 80,000 in a year they will have been made from proper motives and for the general welfare.

#### LAW AND POLICY IN THE USE OF SPECIAL POLICEMEN.

A discussion arose in the course of the year concerning the appointment of certain men as special police officers for regular police duty on the Common and in Blackstone and Franklin squares, which are practically one open space at the South End. I am informed that the project had its origin in a request made to his honor the mayor for a special policeman in the squares named because of the presence of a children's playground; and that the plan was extended to include the Common. As the discussion involved the mayor, the Civil Service Commission and the Police Commissioner, and as it developed many questions affecting the law, public policy,

police organization and the relations of the police department to the city, I consider it advisable to make the communications which passed a matter of permanent record.

The first notice of what was proposed to be done appeared in a newspaper article July 10, and was to the effect that the mayor intended to "clean up" the Common and other public parks and playgrounds, and for that purpose would apply to the Civil Service Commission for the right to appoint special policemen. The newspapers of July 12 confirmed the authenticity of this announcement by reporting a conference held on the 11th, in which the Civil Service Commission was represented as having consented to such appointments as an experiment for a period of ten days. Up to this time no complaint as to conditions on the Common had been received by the Police Commissioner for months, and no request or suggestion on the subject had ever come from the mayor. After the newspaper publications complaints from three citizens, dated, respectively, July 11, 13 and 21, and addressed to the mayor, were forwarded by him. It is fair to assume that they were the first which he had received.

Following the published announcements of the action of the Civil Service Commission I was invited to call at its office, and was there informed that it had reason to believe that the manner in which the mayor proposed to appoint special policemen was illegal, that its legality was under investigation and that a formal report thereon would be made. As a matter of fact, the commission afterwards sent a letter to the mayor, a copy of which it sent also to the Police Commissioner, in which it stated that candidates for such places must be taken from the civil service lists, and that after they had been certified their appointment could be made only by the proper police authority, that is to say, in Boston, the Police Commissioner.

July 16 the first communication on the subject from the city authorities reached me, in the form of applications, dated July 15, for the appointment of four men as special policemen for duty on the Common and Public Garden and in Franklin and Blackstone squares. The "City Record" of the same date had already announced, among the department changes in the week ended July 14, the appointment of the same persons as

“emergency men for special police duty on Boston Common and Public Garden for a period of ten days at \$2.50 per day.” The pay of a man appointed to the regular police force from the top of the civil service list, after competitive mental and physical examinations, is \$2 a day for the first year, \$2.25 for the second, and, unless he is sooner promoted to be a patrolman, \$2.50 for the third. This fact may properly be mentioned, though it does not affect the principle on which I subsequently acted; and it may be added that not one of the four applicants met the police requirements of age, height and weight.

After full consideration I addressed to his honor the mayor the following letter: —

JULY 20, 1910.

HON. JOHN F. FITZGERALD, *Mayor*.

DEAR SIR:— I have received from the superintendent of public grounds applications, bearing your signature in approval, for the appointment of three persons as special police officers on Boston Common and the Public Garden, and of one person as a special police officer in Blackstone and Franklin squares.

Chapter 282, section 1, Acts of 1898, provides that the Police Commissioner “may upon the written application of any officer or board in charge of a department of the city of Boston, approved by the mayor of said city, appoint special police officers for such department.”

These four applications would be granted as a matter of course but for the fact that I have learned through newspaper publications, made apparently with your authority, and also by direct communication from the Civil Service Commission, that you intend that these men, and possibly others, shall be employed exclusively in the performance of regular police duty in public places. Such service by them would be so peculiar an experiment, and would raise so many questions of law, of civil service regulation and of public policy, that I feel under obligation to communicate further with you.

Under the provisions of the section just quoted there are now licensed as special police officers 138 persons, as follows: —

School janitors, with authority in and about the premises of the school-houses to which they are assigned respectively, . . . . .	84
Drawtenders and assistant drawtenders, with similar authority at their respective places of employment, . . . . .	45
At the House of Correction, Deer Island, . . . . .	4
In other departments, . . . . .	5

These 138 men are all regular employees of the city, and are fully occupied with the duties of the positions to which they were appointed on certification by the Civil Service Commission. Police authority

has been given to them as appropriate to their occupations, to be exercised only at their places of regular employment and mainly for the protection of city property in their care.

On the other hand, the applications which I have now to consider involve the proposition that men not now employed by the city shall be taken into its service as policemen exclusively; that they shall be paid such wages as the city authorities may determine; that they shall be sent into public and much-frequented places with the authority of police officers but with only a special policeman's badge to prove it, — without examination as to their moral, mental or physical qualifications, without previous police experience and without knowledge of the laws which restrict a policeman in his action quite as much as they confer upon him the power to act.

This would be the beginning of an untested, unorganized, undisciplined police force, controlled as to appointment, wages and conditions of duty by the city authorities as established from time to time, and limited as to number only by the desire of such authorities and the acquiescence of the Police Commissioner for the time being.

Boston is too large a city and its police problems are too difficult to permit of the employment of special policemen of a type that in towns and small cities is useful, perhaps, for holiday and Saturday night service. It is well known in this department that a special policeman, when off his own premises, is likely to create rather than to prevent disorder. Even trained and experienced members of the police force doing duty in plain clothes are accustomed to patrol in couples, because of the increased danger of resistance and tumult in the event of an arrest.

The Boston police are assigned to all parts of the city in accordance with the judgment and experience of the heads of the department. The department can no more satisfy the demands of particular persons in each section than the mayor and the city council can appropriate money for local improvements under similar demands, amounting in the aggregate to a dozen times the city's ability to provide. Hundreds of policemen, if the city could afford to pay them, might be employed to greater public advantage elsewhere than on the Common, the Public Garden and the squares mentioned; they are needed far more in Dorchester, West Roxbury and Brighton, where single routes often cover miles of streets, and in the great centres of business and of population, which offer endless opportunities for increased police service.

Reports of violations of law more serious than mere misdemeanors are seldom received by the police as affecting the Common or other public grounds. The complaints which have reached you, two of which have been forwarded to me, are of a kind with which my four years of service as Police Commissioner have made me familiar. They come in the main from persons who cannot understand that the Common, for instance, is essentially a public place; that it is open at all



times to all kinds of men, women and children; that a policeman has no right to exclude any person who wishes to go upon it, and no right to arrest or otherwise interfere with any person unless he has committed a specific violation of law, of which the policeman has evidence. It is not a violation of law to be dirty or rude or vulgar, to "loaf" on benches or in the paths, to be noisy up to a certain point, to be under the influence of liquor short of intoxication, to be "offensive" or "disgusting" in appearance, as the complainants usually aver.

The vast majority of the people who go upon the Common are orderly and respectable, and are little troubled by those who are of a different type. Immoral men and women are to be found there as in all similar places; but a respectable woman or girl who keeps to the lighted and frequented paths may cross the Common with as little danger of unpleasant experiences as in any public thoroughfare at a corresponding hour. Should she go into secluded places, which even a prudent man would avoid, she takes a needless risk. As for the rest, it is largely a matter of walking on the grass, dropping paper or other rubbish, playing ball where ball playing is not allowed, and similar minor misdemeanors common to undisciplined crowds, in which juveniles below the age for prosecution are a large and troublesome element.

As the newspapers have discussed this matter extensively on information purporting to have been received from your office, I shall take the liberty of furnishing to them copies of this letter.

Respectfully,  
STEPHEN O'MEARA,  
*Police Commissioner.*

The reply of his honor the mayor was as follows: —

JULY 20, 1910.

STEPHEN O'MEARA, Esq., *Police Commissioner.*

DEAR SIR: — I beg to acknowledge the receipt of your communication of the 20th inst.

As a result of an agitation started by residents of streets in the vicinity of Franklin Square, and of complaints received in regard to conditions on the Common, I directed the superintendent of public grounds to apply for permission to appoint four special police officers to do police duty, and to assign three of them to the Common and Public Garden and one to Franklin Square.

You decline to confirm these appointments on the ground, first, that the appointment of special police officers to do regular police duty would constitute a dangerous precedent; that it would be, in your own words, "the beginning of an untested, unorganized, un instructed, undisciplined police force, controlled as to appointment, wages and conditions of duty by the city authorities as established from time to time, and limited as to number only by the desire of such authorities and the acquiescence of the Police Commissioner for

the time being;" and secondly, that, if appointed, these officers might be more properly assigned to other sections of the city, where conditions are admitted by you to be even worse than those described on the Common and in Franklin Square.

Permit me to assure you that it is not at all my intention to inaugurate a separate police force in the city of Boston. If no other reason existed the finances of the city would deter me from such a course. Moreover, the confirmatory power, which is lodged with the Police Commissioner, seems to me to afford a sufficient guarantee against the likelihood of any excessive increase in the present force.

The facts as reported to me are that at no time of the day are there more than two police officers on the Common, and for certain periods there is only one; neither of the officers is a bicycle patrolman. The superintendent of public grounds assures me that he has repeatedly tried, without avail, to secure, through the captains of the police stations whose authority extends in and about the common, a sufficient force of officers to properly police the territory. The Common contains forty-eight acres and is of a peculiar character, being situated in the midst of a large population, with subway entrances and exits attracting great crowds, and with two convenience stations which are magnets for persons of an undesirable character; irresponsible idlers are accustomed to sleep on the grass and benches both day and night, and the basement of the bandstand has been more than once broken into and used as a lodging place by tramps; the trees and hillocks afford hiding places where misdemeanors may be committed, with facilities for escape. There is certainly here the opportunity for degrading spectacles if not positive crimes, and I have received abundant evidence that good citizens find it to their advantage to avoid this district after dark. No less grave accusations have been made against some of the habitués of Franklin Square, and, if the reports of the complainants are not exaggerated, a thorough cleansing of this district is urgently called for in the interest of public morality.

It was the very fact that the Common is for the most part an open and exposed area, and that any misdeeds committed thereon are peculiarly public, that seemed to me to make a particular scandal of its degraded condition and to justify me in asking for extra officers to cope with the emergency. I see no reason to suppose that discreet men, vested with proper authority, and approved by the Civil Service Commission, the superintendent of public grounds and yourself, could not exercise a salutary influence, and, even without making numerous arrests, correct many of the evils which now exist. The mere approach of an officer will disperse disorderly groups, and his presence on the scene acts as a preventive to obnoxious conduct.

I recognize fully that as Police Commissioner you must assume the responsibility for the appointment of these special officers, but I trust that mere loyalty to your own department and an excessive regard for

the technicalities of the case will not override your sense of the larger interests which are involved. It seems to me your duty either to ratify these appointments or to meet the situation by increasing the number of officers on the Common and Franklin Square, so that both these parks may become safe and agreeable places of public resort, instead of enjoying the unpleasant notoriety which is now attached to them. In any event, it seems to me the duty of both of us to endeavor to diminish these evils rather than attempt to argue them out of existence.

Yours respectfully,                      JOHN F. FITZGERALD,  
*Mayor.*

The subject of the discussion having resulted in some unusual demonstrations of excitement among persons who never before had thought of it, I made public, July 25, through the newspapers, the following matter in the form of memoranda:—

1. If I had written my name in approval on three applications for the appointment of men to act as police officers under the control of the mayor, there would have been no public agitation concerning the Common.

2. But I had reason to believe, because of information given to me voluntarily by the Civil Service Commission, that the appointments would be illegal, and I was sure that it would be contrary to public policy to send untested and untrained civilians to the Common for police duty. Therefore, without either approving or rejecting, I wrote fully to the mayor, and his answer did not remove the objections which I had stated. The applications remain in my possession without having been acted upon.

3. I was fully aware that the easy way would have been to become officially responsible for those irresponsible men and for others whose names were sure to follow. I knew that my action might be seized upon as the basis of just such an agitation as did actually arise; and that a generous and sensitive public, unacquainted with the laws which restrict police action and the demands from all parts of the city for police service, might be deceived as to conditions on the Common, and as to the utility of assigning additional men to duty there at the expense of other places. I knew also that the source of the movement was such as to make it probable that an attempt would be made, as it has been made, to turn my action to political account. Nevertheless I did what seemed to me to be my plain duty.

4. Since writing my letter to the mayor I have written, until now, nothing on this subject. Informally and at their request I explained at length the law and the police situation to the evening newspaper reporters at police headquarters. They took no notes and each wrote

hastily and from recollection a summary of what I was supposed to have said. All were honest except one, a stranger previously to headquarters. The report made by him was garbled to serve the policy which his paper had already adopted. It was made highly sensational, however, and a large part of the public has since had spread before it, not alone in that paper but in others which copied from it, statements in quotation marks, purporting to be mine, which I never uttered, — statements expressing ideas which I never held and ascribing to me action which I never took.

5. For months I had received no complaints, oral or written, as to conditions on the Common. None had come to me through the mayor's office, before the receipt of the applications for police appointments, excepting two letters which were written to him after the newspapers had announced his plan of special police. These were forwarded to me in accordance with the routine of his office, and presumably were all that up to that time he had received. Reports as to conditions and policing on the Common, the Public Garden and the immediate vicinity were called for by me from the commanders of the three police divisions concerned, and I have them in writing.

6. I have not directed that more policemen shall or shall not be assigned to the Common. It is my duty to divide the number of patrolmen allowed to the department by the mayor, whose authority under the law is final as to that point, among the sixteen police divisions, in accordance with my judgment and the recommendations of the superintendent and the division commanders. Every division commander would be glad to have more men, and probably every patrolman on the Common or elsewhere believes honestly that more men ought to be placed in his particular locality. The apportionment among the divisions cannot be made on the basis of special appeals, which come from all parts of the 40 square miles of territory and the 520 miles of streets for which the department is required to care. The commanding officer of Division 4, which includes the Common, has been familiar with it for a generation, as patrolman, captain and deputy superintendent. He has always been free, as all other division commanders are, and he is still free, to assign his men to the parts of the division in which he believes they are most needed for the protection of persons and property. Whenever he is of the opinion that it is wise to take men from the hotel and theater section, or the railroad section, or the populous and rather turbulent section in the near South End, in order to increase the patrol on the Common, he has a perfect right so to do. But no more men can be assigned to his division without injustice to other sections of the city, and he will not be instructed to make assignments of his men contrary to his own judgment. This is not an expedient for present purposes; it is the established procedure of the department, laid down specifically in the rules.

7. The Common and the Public Garden, the latter in Division 16,

are divided into four routes, which require 12 patrolmen for the three tours of duty in each twenty-four hours. In addition, 2 sergeants visit the routes on each tour, inspectors from headquarters are often there and 2 patrolmen in plain clothes patrol the Common at intervals. From 6 P.M. to 1 A.M. another patrolman is on permanent post at the corner of Tremont and Boylston streets; and during the greater part of the same period 2 patrolmen, one in uniform and one in plain clothes, are stationed on the Tremont side of the Common for the regulation of automobiles. The parts of Tremont, Boylston, Arlington and Beacon streets surrounding the Common and the Public Garden are on twelve day and night police routes; and, in addition, there are in streets bounding the Common and Public Garden 8 crossing policemen who are at their posts from 8 A.M. to 6 P.M. Independent of all irregular visits of policemen and of all policemen in the surrounding streets the number of men required for the regular routes on the Common and the Public Garden, is five times greater than the size of the territory would justify, if that were the only consideration, and of course it is not. It would require a force of more than 5,000 men to police the whole city as well, and the number of patrolmen actually present for duty in each twenty-four hours will hardly average 1,150.

8. Such is the police arrangement for the enforcement of the laws; but neither that nor any other arrangement can eliminate conduct, however offensive, which is not in violation of law. The steady purpose of this department is that policemen, above all persons, shall respect the law; and if the time ever comes when, by order or encouragement from their superiors, or in response to special agitation, the police assume authority which the law does not give to them, and thus themselves become law breakers, the people of Boston will be the sufferers. Boston newspapers as well as those in New York are constantly praising Mayor Gaynor of that city for his attempts to bring its police back to the solid basis of the law; and yet some of the same Boston newspapers, and doubtless many citizens, criticize at this time the Police Commissioner of Boston as narrow and technical because he has insisted steadily, and still insists, that the police for whom he is responsible shall follow the law at all times, not their own impulses. The presence of a policeman has a moral influence over offensive persons who are not actual law breakers, but the specific duty of a policeman is to protect life and property and to prevent and detect crime.

9. The arrests on the Common since April of this year, not counting those made in the adjoining streets, have numbered 133, of which 124 were for drunkenness and the remainder for other minor offences. In addition, five young girls were taken up and delivered to their parents. The division commander reports further as to the Common: "During the past two years I do not recall, nor can I find any officer here who remembers, receiving a complaint of crime of a serious nature."

10. The memoranda which I am making are incomplete, because I do not wish to repeat any part of my original letter to the mayor; neither can I undertake to dispel all the false impressions which have been created. The police department will continue to do the best that it can for all citizens and sections, but it will not knowingly sacrifice the rights of one for the sake of another, no matter what the political, social or sensational pressure which it may be compelled to withstand.

The next letter to his honor the mayor, resulting from the cause mentioned in the first paragraph, was as follows:—

JULY 26, 1910.

HON. JOHN F. FITZGERALD, *Mayor*.

DEAR SIR:— I received this morning by telephone, through your secretary and mine, a request that I confer with you at a time and place to be agreed upon. I need not say that our relations of personal courtesy and my regard for the dignity of your office are such that even though uninformed as to the subject of any conference which you might wish to hold I should attend without question and at your convenience.

I learn the purpose of the conference, however, from an official announcement made in your behalf and printed in the morning papers. The statement represents that you do "not feel that there is any need of further controversy upon this subject, or that the notoriety given to the evil conditions on the Common is doing Boston any good."

I may be pardoned for saying that I regard my part of what has been made public in this relation as merely a performance of official duty; and that the notoriety which has been brought upon the city is due to nothing which was either initiated or exploited by me.

The statement made in your behalf informs me further that you "will offer to make a special appropriation providing for as many police officers as are needed for the proper protection of citizens upon the Common."

I should be glad to accept any addition to the police force which you might authorize, for under section 13, chapter 291, Acts of 1906 it is not a matter of appropriation but of approval by the mayor, as the following passage shows:—

Except as authorized by the mayor of said city said commissioner shall not appoint any greater number of patrolmen than the present board of police of the said city is now authorized to appoint.

I had supposed from your letter of July 20, 1910, that the condition of the finances of the city would not permit of an increased expenditure for the police, but if your present view be different I shall be glad to

lay before you the need of increased police protection in Dorchester, which, in police division 11, alone has a population of more than 100,000, with about 90 patrolmen for day and night duty; in West Roxbury, covering one-third of the whole territory of the city, with about 90 patrolmen; in the adjoining part of Roxbury, with a numerous population and many semipublic institutions of great value and importance; in East Boston, South Boston and Charlestown, which are not only populous but include vast railroad, commercial and steamship properties. I mention these sections in particular because I hear constantly from their citizens and citizens' associations of the well-founded need of more policemen. I have not mentioned certain parts of the city proper which must be provided with police in the public interest even though the inhabitants do not call for them. Neither have I laid stress upon the many congested crossings now unprotected which should have policemen not only for the comfort but for the actual safety of the people; nor upon the needs of that part of the city in which, especially at this time of the year, there are hundreds of closed houses representing many millions of dollars in themselves and in their contents, which are absolutely unguarded except by the police.

I beg to suggest that the proposed conference be deferred for such short time as shall allow of a proper presentation by me and by the citizens themselves of the needs of the different sections. Should it then appear that other parts of the city may well wait, and that additional police for the Common is the paramount need, I shall be glad to acquiesce.

Allow me to assure you that if, notwithstanding my suggestion, you desire to see me without delay, I shall be at your service at any time or place of which you shall give me reasonable notice.

Respectfully,                   STEPHEN O'MEARA,  
*Police Commissioner for the City of Boston.*

On the receipt of a message by telephone on the same day I met his honor at his office, and the result of the interview will be shown in a letter printed hereafter, under date of August 3. But in the meantime I received from the Civil Service Commission the following letter and enclosure:—

OFFICE OF CIVIL SERVICE COMMISSION,

July 29, 1910.

Mr. STEPHEN O'MEARA, *Police Commissioner.*

MY DEAR SIR:—As stated to you in a conference held last week, his honor the mayor of Boston, on July 11, 1910, requested authority to appoint persons to do police duty in the public grounds of Boston. The commission, pending further consideration of the law, granted him, so far as it had any power to do so, authority to make emergency appointments for ten days.

It has to-day sent to him a letter upon the subject, a copy of which I take pleasure in enclosing for your information.

You will notice that this commission expressly disclaims any desire or authority to pass upon the question which has arisen between you and the mayor as to the necessity or desirability of appointments; and this commission has expressly disclaimed any power to confer authority upon any one to act as a police officer.

I have the honor to remain,

Yours very truly,

CHARLES WARREN,  
*Chairman.*

[ENCLOSURE.]

OFFICE OF CIVIL SERVICE COMMISSION,

July 29, 1910.

HON. JOHN F. FITZGERALD, *Mayor.*

DEAR SIR: — At a conference with you on July 11, 1910, upon your statement that there was urgent need for the appointment of persons to do police duty on the public grounds of the city of Boston, this commission granted you authority (so far as it had power to do so) to make ten-day emergency appointments under the Civil Service Rules, pending consideration by the commission of the law affecting the case.

Under Civil Service Rule 7, class 17, "watchmen, gatemen and guards in the public parks, . . . and all other persons doing police duty in the parks, public grounds, . . . and in all other public institutions, places and departments," are classified.

Under Civil Service Rule 7, class 14, "The regular and reserve police forces in the city of Boston" are classified.

It thus appears that all persons doing police duty, whether as regular or special police, so constituted in accordance with the laws of the Commonwealth, or whether doing police duty in any other form when such duty is not purely incidental, are subject to the Civil Service Law and Rules, and, therefore, can only be appointed in accordance with such law and rules after requisition and certification from the eligible lists of persons who have been competitively tested for competency, and who possess requisite qualifications as to age, height, weight, residence, etc., or after requisition and certification by the commission in such other manner as the rules provide.

Accordingly, if you still desire to make appointments of persons as watchmen or guards, or to do police duty in the public grounds of Boston, a requisition should now be made by you, or by the head of the proper department in the city of Boston. Upon receipt of such requisition the commission will certify from the eligible lists the proper number of names, in accordance with the Civil Service Law and Rules; and from such names the appointing official may make as many appointments as he, in his judgment, may deem necessary.



In making this decision upon your request of July 11, the Civil Service Commission has considered only the law of the case and the manner in which persons required for the duties desired shall be appointed in accordance with the law. It has not considered in any way the question of the necessity of such appointments, and it expressly disclaims any intention of passing judgment upon that question.

Moreover, in certifying names of persons eligible to perform police duty, the Civil Service Commission expressly disclaims any assertion of power to confer authority upon any one to act as a police officer. Its duty is to certify to heads of departments the names of persons whose competency has been tested under Civil Service Law, and who are eligible for appointment by the proper officials. The powers which such eligibles will possess after appointment, and the manner in which such powers are vested, are matters over which the Civil Service Commission has no jurisdiction.

Very respectfully yours,      CHARLES WARREN,  
*Chairman.*

The letter written to his honor the mayor in consequence of what had passed at the conference July 26 was as follows: —

AUG. 3, 1910.

HON. JOHN F. FITZGERALD, *Mayor.*

DEAR SIR: — Because of a conversation held with your honor July 26 I directed the commanding officers of the fifteen land divisions of the police department to report to me, after careful consideration, the number of additional patrolmen needed in their respective divisions. They were informed that the inquiry had reference to a possible increase in the number of patrolmen to be allowed to this department by the mayor of Boston, under the authority vested in him by section 13, chapter 291, Acts of 1906. Their reports in writing are now in my hands, and I am forwarding herewith a summary which I have made.

It is for your honor to say whether or not the city of Boston can afford to pay for these additional policemen or for any of them. Should you authorize an increase it can be neither prevented nor limited by any other authority. Not even the city council can intervene. No question of a vote for an appropriation of money is involved, for under the statute the expenses of the department are paid by the city on the requisition of the Police Commissioner. But, on the other hand, the city is protected by the provision that the mayor alone has the power to authorize an increase in the number of patrolmen; and without the assent of the mayor the Police Commissioner can neither increase nor diminish the salaries of members of the force.

I have been aware of the police needs hereinafter described, for they have been pressed constantly upon me by citizens and associations, but I have been aware, also, that the financial ability of the city was

to do, and that in all departments of its service the question of cost ought to be spent but how much the city could afford to spend. But that year I remained silent until a recent session of the Council when it became necessary that I should speak. In that session I was first called upon to appoint for service on the Common, as special city police, untrained civilians, whose appointment would have been both foolish and unwise, and I refused. Next came an alternative demand that additional regular policemen should be assigned to that place, and I answered that the commander of the division had a right to assign them if in his judgment they were less needed in other parts of the division; but that no other division could be stripped for the purpose.

An offer of an increase of five regular policemen, on condition that they be sent to the Common, I refused, because men cannot be borrowed into the department, mortgaged to a particular use, and be sent to it if the force were to be largely sent there was far more need of the men in many other parts of the city. Challenged to show those needs I present them to you in the form of the following summary of the reports of fifteen division commanders, all officers of great experience and of complete knowledge of their respective divisions:—

1. To keep existing routes filled, except for ordinary absences on account of sickness or for other lawful reasons, would require 26 patrolmen in addition to the present force.

2. To keep existing routes filled at all times, making good such absences, would require 100 patrolmen in addition to the present force.

3. New routes which ought to be established in order to fill the existing routes now too long, or because of increased need of protection for persons and property, and the enforcement of the laws, would require 84 additional patrolmen if the routes were to be subject to ordinary absences, or 99 additional patrolmen if the routes were to be kept filled at all times.

4. New posts at street crossings would require 9 additional patrolmen if they were to be subject to ordinary absences, or 11 additional patrolmen if they were to be kept filled at all times.

The total number of additional patrolmen required to keep the old and the new routes and posts filled at all times is so large that it is necessary to dismiss from further consideration the hope of securing so many. I turn, therefore, to the number of additional men needed without attempting to supply the absences from day to day caused by sickness, attendance at court, deaths in families, vacations and the one-day off in fifteen made mandatory by chapter 513, Acts of 1907, which was accepted by the city in your former administration. Vacations in the department are made to extend annually over a period of nearly six months in order that the number of absentees at any one time may be as small as possible.

Taking the smaller numbers, which do not include the filling of

places of temporary absentees, the division commanders report that additional men are needed as follows: —

To fill existing routes, . . . . .	26
To establish new routes, . . . . .	84
To place men at unguarded crossings where they are much needed, . . . . .	9
Total, . . . . .	<u>119</u>

The financial aspect of the proposed increase needs to be explained. The pay of a man appointed to the police force is \$2 a day for the first year, \$2.25 for the second year, and, unless sooner promoted to be a regular patrolman it is not until his third year that he reaches \$2.50, which, according to the "City Record," was the rate at which the proposed special policemen were to begin their service.

When new men are needed for the force they are certified by the Civil Service Commission from the top of a long list of men who have passed severe physical and mental examinations. The names of the men certified are posted in all police stations for about ten days, in order that anything known against any of them by the police may be reported. They are then summoned for personal inspection at headquarters and those selected are sworn in. For about two weeks they are drilled and instructed in the daytime, and in the first half of the night they patrol routes in company with experienced officers, who continue the instruction. It will be seen that even the tested men sent down by the Civil Service Commission are not permitted to do police work until after the lapse of about a month.

These facts are given because they bear directly on the question of cost. If 15 men were appointed each month, beginning September 1, at \$2 a day, the increased expense to the end of the present fiscal year would be as follows: —

September, 15 men, 30 days, . . . . .	\$900
October, 30 men, 31 days, . . . . .	1,860
November, 45 men, 30 days, . . . . .	2,700
December, 60 men, 31 days, . . . . .	3,720
January, 75 men, 31 days, . . . . .	4,650
Total, . . . . .	<u>\$13,830</u>

For the next fiscal year estimates would be made based upon the existing strength of the force and any further additions which your honor might authorize.

Here followed in full detail a statement of the particular services for which additional men were needed in the several divisions; and the letter closed as follows: —

I expect to submit to your honor in a few days certain recommendations within the power of the mayor and the city council to carry out, which, if acted upon favorably by them, will assist greatly in the control of the Common and other public grounds in so far as the police department is concerned.

I am,

Respectfully yours,  
STEPHEN O'MEARA,  
*Police Commissioner of the City of Boston.*

The recommendations promised were contained in the following letter:—

Aug. 5, 1910.

Hon. JOHN F. FITZGERALD, *Mayor.*

DEAR SIR:— In the public interest I beg to call to your attention the following facts and conditions:—

The city parks are under the control of three commissioners, appointed by the mayor. The Common, the Public Garden and the other public grounds and squares are under the control of a superintendent of public grounds, also appointed by the mayor.

The city parks on the one hand and the Common and other public grounds on the other hand are open at all times to all persons, and because the public grounds are nearer to the centers of population they are used much more freely in proportion to their size.

As parks and grounds are alike owned and managed by the city, and are used by the same persons for the same purposes, the rules which govern them ought to be substantially the same, with a leaning, in case of variance, to greater strictness in the more frequented places.

The exact reverse is the case. The parks have rules designed for the safety and comfort of the people and the preservation of property, which represent the watchful experience of twenty-five years. The Common and other public grounds have only sections 66, 67 and 68, chapter 47 of the ordinances, which overlook altogether many of the most objectionable incidents of life in such places.

Here are certain illustrations:—

In the city parks it is an offence punishable by fine to stand or lie on a seat; on the Common it is not.

In the parks it is an offence to sleep on a seat or elsewhere; on the Common it is not an offence to sleep on a seat or to sleep in any other place except in so far as the sleeper might trespass on the grass.

In the parks it is an offence to drink intoxicating liquors; on the Common it is not.

In the parks it is an offence to be "under the influence" of intoxicating liquor; on the Common it is only the general law as to actual drunkenness, applicable to all places, which is in effect.

In the parks it is an offence to "utter abusive or indecent language;"

on the Common the language must be addressed to another person, and must be "obscene or profane," in order to come under section 50, chapter 47 of the ordinances, which applies to all public places. There is a large opportunity for nastiness between profane or obscene language addressed to another person and indecent language merely uttered.

In the parks it is an offence to "annoy another;" the Common has only the general laws of assault, the use of profane or indecent language, etc. This distinction is more important than it may seem to be. A man, for instance, might accost a woman in language that was neither profane nor obscene, or might follow her from place to place without speaking, and according to the laws applicable to the Common he could not be punished unless his acts amounted to that vague offence known as "disorderly conduct." Such actions in the parks would be a breach of the rule which forbids him to "annoy another," and would be legally punishable. Moreover, a policeman in uniform or in plain clothes might well secure through his own observation evidence of annoyance sufficient to convict without the appearance of the woman, as complainant or witness in court or elsewhere. On the other hand, when the offence is the use of obscene language, as on the Common, no prosecution is possible unless the policeman has actually heard the language, which practically would never happen, or, the offender having been caught, the woman is willing to appear against him and in open court repeat the very words which she accuses him of having addressed to her.

The absurdity of the present situation becomes clear when it may be truthfully said that a man at the easterly end of Commonwealth Avenue, which is a part of the city parks, might be prosecuted for a dozen different violations of wholesome rules, and yet by simply crossing Arlington Street might commit in the Public Garden exactly the same offences without a possibility of legal punishment.

I beg to recommend that in the respects mentioned and in all others which may be found desirable the ordinance governing the conduct of persons on the common and other public grounds shall be so amended as to conform to the park rules. If the rules were those of a body independent of the city I should hesitate to point to them as models to be imitated, but as they have been established by a city commission for use in city parks there can be no offence.

I beg to call your attention further to the Lafayette Mall of the Common. It is the westerly sidewalk of Tremont Street, between Park and Boylston streets; many subway exits and entrances open upon it; and immense numbers of persons pass over it wholly or in part without desire to linger. There are no seats on the mall and the persons who idle upon it, especially near the Park and Boylston Street ends, are often an obstruction or worse; but unless they commit a specific offence against the law their right to be in that place as a part

of the Common cannot be disputed. I recommend that the ordinance relative to obstructing sidewalks or loitering upon them, with an amendment which I shall presently explain, be so extended as to include the Lafayette Mall.

The ordinance in question is section 34 of chapter 47, and in so far as it applies to the present case it provides that:—

No person shall, in a street, wilfully, maliciously and wantonly obstruct the free passage of foot travelers, nor shall any person in a street . . . wilfully, maliciously and wantonly saunter and loiter for more than five minutes after being directed by a police officer to move on.

The words "wantonly" and "maliciously" were inserted in both clauses of this ordinance in the year 1903, the amendments becoming effective without the approval of Mayor Collins. The change practically put an end to prosecutions for such offences, for proof sufficient for a court that the obstruction or the loitering was wanton and malicious can rarely be produced. I believe that in the interest of the whole city the ordinance should be restored to its original form, and so restored it would be of great public service in the Lafayette Mall as well as elsewhere.

I ask attention also to the provision contained in section 66, chapter 47 of the ordinances, that —

No person shall walk, stand or lie on the grass of any of the public grounds, except in accordance with a permit from the mayor.

In consequence of customs which have long existed, it is impossible for the police either to enforce or not to enforce this ordinance without arousing public criticism. Their strict duty would be to enforce it, but on holidays, on the occasion of band concerts and numerous public celebrations, and on warm summer nights the city practically invites thousands of persons to go upon the grass. The police ought not to be expected to discriminate on their own responsibility between times and persons. It seems to me that either the ordinance should be amended to conform to the popular practice, or the practice ought to be made to conform to the ordinance. I feel sure that if the city authorities apply themselves to the question they will find a reasonable solution.

The police enforce the park rules in the parks not only by their presence but by means of hundreds of prosecutions yearly. They cannot enforce those rules on the Common and other public grounds for the simple reason that in those places the rules do not exist. It is not surprising that the public, which knows and values the park rules and is not aware that they are without effect on the Common and other public grounds, should sometimes express indignation because of

the supposed neglect of the police in the latter places. The police do their duty if they have behind them laws or ordinances without which, in any specific instance, the authority of a policeman is no greater than that of any other citizen.

I am,

Respectfully yours,           STEPHEN O'MEARA,  
*Police Commissioner for the City of Boston.*

The final letter in the series was as follows:—

AUG. 8, 1910.

STEPHEN O'MEARA, Esq., *Police Commissioner.*

DEAR SIR:— I beg to acknowledge receipt of your letters, dated August 3 and 5 respectively, containing a statement of the increase required in the number of police officers of this city as estimated by your captains of division, and an outline of proposed changes in the ordinances and in the rules and regulations governing the public grounds, which, in your opinion, will tend to relieve the unfortunate conditions existing on the Common. These letters present two phases of the same subject which, in the interest of clearness, it seems better to keep distinct.

Your communication of August 5, analyzing the distinctions which now exist between the rules governing parks and those governing public grounds, contains an implied recognition of the evils to which your attention has been repeatedly called, not only in my letters addressed to you upon the subject, but in articles published in the press. It is the first admission by you, though not a direct one, of facts now generally understood, and in that respect it marks a forward step in this discussion. As such I have transmitted it to the city council, which must take action if the ordinances are to be amended.

Some of your recommendations, if vigorously applied by an adequate detail of officers, seem to me to promise substantial improvement, and you are to be congratulated upon the thought and care which you have obviously expended upon this aspect of the question. I am still, however, of the opinion that 2 officers cannot, under any set of rules and regulations, properly control the disorderly elements on so central a park as Boston Common. The argument in your letter that the more frequented parks require more stringent rather than less stringent rules involves the parallel conclusion that they require at the same time a larger detail of police.

My only object in calling attention to these conditions has been to protect the public. Whether this is accomplished by the proper enforcement of existing laws or by the passage of more stringent ordinances and park regulations is a matter of indifference to me. The agitation will have served its purpose if respectable people having busi-

ness on the Common, or even a mere desire to visit this famous spot, can do so in the future without being subjected to insult and humiliation.

As to the proposed increase in the number of patrolmen, it is not clear whether you actually recommend this addition to your force, though I assume that if I were to accept my share of the responsibility your approval would not be lacking. With this ambiguity in your letter I did not feel like presenting so important a question to the city council on the eve of the declaration of the tax rate. Now that the tax rate has been declared it becomes of course impossible to increase the appropriation of your department, unless this should be done by a loan order or by a transfer from the reserve fund, both of which would be contrary to all precedent and clearly improper. The city cannot borrow money to pay current expenses, nor can the reserve fund be used to create a large permanent increase in the appropriation of any department.

If the estimates of your division commanders are to be accepted, the amount of this increase may be readily calculated. You state that if 15 officers were added each month to the end of the present fiscal year, making 75 in all, the increased expense would be \$13,830; but as all of these new officers would undoubtedly be retained as permanent members of the force, and the logic of your position would require that the 44 remaining officers, necessary to complete the estimated total of 119, should be subsequently employed, the ultimate annual cost to the city of all these patrolmen, at their maximum salary of \$1,200 per year, would be \$142,500. It is fair to inquire whether the city should undertake to augment its present police force at so heavy an expense until every measure for the development of efficiency with the present numbers has been exhausted.

I regret to observe that in the report submitted to you by the captain of Station 4 no mention is made of the Common. I trust that this does not indicate that he is satisfied with the deplorable condition there, but shall look forward to co-operation on his part in our efforts to rid this territory of the undesirable elements which seem to have made it their daytime resort and midnight camping ground.

Respectfully,  
JOHN F. FITZGERALD,  
Major.

It is proper to add that with this letter the agitation, which in proportion to its origin was the most extraordinary that I have ever known in Boston, came to an end.

The method of policing the Common and other public grounds has not been changed in plan or in the number of policemen assigned to the duty.

In the period of more than four months which has since



elapsed, no complaint as to conditions in those places has been received by the Police Commissioner from any source, and neither complaint nor comment has appeared in any newspaper that I have seen. The people in this community who were stirred to excitement have turned to other affairs, but throughout the country a vague remembrance of the discredit that was brought upon the city of Boston doubtless continues to exist.

No additional patrolmen have been allowed to the police department, and the city council has taken no action on the Police Commissioner's recommendation that the rules of the city parks be extended to the city's public grounds.

A single question of great importance, which was an outgrowth of the discussion, is explained in the matter which follows.

#### FINANCIAL RELATIONS OF THE CITY OF BOSTON AND THE POLICE DEPARTMENT.

In consequence of public statements previously made I addressed the following letter to his honor the mayor:—

Nov. 28, 1910.

HON. JOHN F. FITZGERALD, *Mayor*.

DEAR SIR:— The daily newspapers of August 5, 1910, quoted your honor as having said that the corporation counsel had informed you orally that under chapter 486, Acts of 1909, the "charter act," so called, the method by which means for the payment of the expenses of the police department were to be provided by the city of Boston had been changed, and that you expected from him a written confirmation of his opinion. For twenty-five years, as you are aware, the statutes have provided that the money needed for the police department shall be secured through requisition by the board or the commissioner charged with its control. But the opinion of the corporation counsel was said to have been to the effect that the charter act had so changed the relations of the police department to the city as to limit the Police Commissioner to those appropriations which the mayor and the city council should see fit to make, and to subject the commissioner to penalties of fine and imprisonment if the expenditures authorized by him exceeded the sums appropriated.

As the police appropriation for the fiscal year 1910-11 was much smaller than the sum for which requisition was made, it now becomes clear that a deficiency will arise; and thus the question becomes of immediate importance. As a plain business precaution, therefore, I

feel obliged to inquire of your honor whether or not the corporation counsel has given orally such an opinion as that attributed to him, and if so whether or not he has since submitted a written statement on the subject, a copy of which may be furnished to me.

Respectfully,  
STEPHEN O'MEARA,  
*Police Commissioner for the City of Boston.*

In response to this letter the following reply with enclosure was received:—

Nov. 29, 1910.

STEPHEN O'MEARA, Esq., *Police Commissioner.*

DEAR SIR:— Your letter of November 28, referring to an opinion of the corporation counsel and a letter confirming the same, is hereby acknowledged. I beg to enclose a copy of a letter from Mr. Babson, under date of August 4, which is undoubtedly the document which you have in mind. While Mr. Babson is abundantly able to make clear his own meaning, I may add that a reason for not providing for additional patrolmen by the exercise of the power of transfer from the reserve fund is that the additions would probably be permanent, and would entail a continuing expenditure extending over a series of years. The power of transfer is evidently an emergency one, since it is given to two executive officers and not surrounded with the checks and safeguards attached to the power of ordinary appropriation.

Since the additional appointments which were under discussion at the time that Mr. Babson's opinion was rendered have not been made, it is fair to assume that the deficit which you anticipate is for ordinary expenditures. Under these circumstances I am quite ready to authorize the city auditor to make a proper transfer from the reserve fund to your department. Will you kindly give me your estimate of the amount which you expect you will need?

Yours very truly,  
JOHN F. FITZGERALD,  
*Mayor.*

[ENCLOSURE.]

LAW DEPARTMENT, BOSTON, Aug. 4, 1910.

Hon. JOHN F. FITZGERALD, *Mayor.*

DEAR SIR:— In Police Commissioner O'Meara's letter occurs the sentence "Should you authorize an increase in the police force it can be neither prevented nor limited by any other authority."

This statement, although correct, is practically incorrect. By statute the city of Boston is to pay the expenses of the police department, including the salaries of the police. As money for this purpose cannot be raised by loan, the expenses of the police department must be paid by annual appropriations out of the tax levy. In accordance with the law the Police Commissioner, on Jan. 8, 1910, sent to Mr. Hibbard, the then mayor, a statement of his estimates of the total amount required

for the police department for the fiscal year, the estimate being \$2,219,202.51, and on the same date, in compliance with section 8 of chapter 291 of the Acts of the year 1905, made a requisition on the city council for said sum of \$2,219,202.51 to pay the expenses of the police department for the coming year. I am informed that Mr. O'Meara appeared before the committee of the city council and stated in substance that this estimate and requisition were based on what would be required if the maximum number of policemen were employed during the whole year; that as a matter of fact there were always vacancies from deaths, resignations, etc., and that at least 5 of the policemen were paid for by the board of health, so that the whole amount would not be required, and with his apparent approval and acquiescence the appropriation for the police department for the fiscal year was fixed at \$2,145,000. No mention was made at the time when the Police Commissioner made his requisition in accordance with the statute of any contemplated increase in the force.

Unless an additional appropriation is made by the city council for the police department the appointment of any considerable number of policemen would cause a deficiency in the police appropriation, so that practically action by the city council in making a sufficient appropriation is as necessary for the appointment of additional police as is the concurrent action of the Police Commissioner and your honor in authorizing an increase in the force.

The amendments to the city charter provide a penalty of imprisonment for not more than one year or a fine of not more than \$1,000, or both, for any official who expends intentionally in any fiscal year any sum in excess of the appropriations duly made in accordance with law.

The appropriations for the year have been made, the city council has adjourned, the tax rate has been fixed in accordance with the appropriations, and it is now too late to make an appropriation for the police department sufficient to cover the additional expense involved in the employment of additional police. It would seem as though the Police Commissioner had intentionally delayed making this suggestion for an increase until the present time, when practically it is too late to provide for the payment of these officers. If this proposed increase in the number of officers had not been an afterthought, resulting from the correspondence with your honor, the Police Commissioner would, in accordance with the statute, have sent in his requisition for the increased appropriation to the city council long before this time.

Yours respectfully,

THOMAS M. BABSON,

*Corporation Counsel.*

The corporation counsel was misinformed as to the statement made to the committee of the city council by the commissioner. He stated that if half the proposed reduction in the depart-

ment estimates were made the appropriation would be a safe one; but the whole proposed reduction was made.

The corporation counsel could not have been aware that the tax rate, supposed to have been fixed at the time of his writing, August 4, was not legally and finally declared until August 8. Neither could he have foreseen that four days after the date of his letter appropriations of \$50,000 for the City Hospital and \$100,000 for a new ferry boat would have been made.

The corporation counsel, moreover, went far outside the limits of a legal opinion addressed officially to his superior when he wrote this sentence: "It would seem as though the Police Commissioner had intentionally delayed making this suggestion for an increase until the present time, when practically it is too late to provide for the payment of these officers." He could not have understood that the situation had been created by persons other than the commissioner, or that the suggestion for an increase had been made in response to an invitation from the mayor given but eight days before.

The following letters were sent to his honor the mayor and the Attorney-General:—

DEC. 2, 1910.

Hon. JOHN F. FITZGERALD, *Mayor*.

DEAR SIR:— I beg to acknowledge receipt of your letter of November 29 with copy of a communication under date of Aug. 4, 1910, signed by the corporation counsel.

When a closer estimate of the probable deficit for the fiscal year can be made I will furnish it to you; but for your present information, as affecting the general financial arrangements of the city, I may say that it will probably not exceed \$7,000.

I feel compelled to say that neither in your letter of November 29 nor in that of the corporation counsel do I find a definite answer to the question which was raised in the reputed newspaper interviews to which I alluded in my letter of November 28, and is again suggested in the communication of the corporation counsel. Deficits, tax levies, and appropriations as discussed by him are of particular interest from year to year; but it is a matter of vital and continuing importance to determine whether or not the "charter act" changed the financial relations of the city of Boston and the police department from the status established and maintained by all previous statutes on the subject for twenty-five years.

As a means of assisting in the determination of that question I request that your honor will obtain from the corporation counsel an opinion, of which I shall be glad to have a copy, on the following points: —

1. Is the Police Commissioner for the city of Boston empowered by law to make requisition upon the city of Boston for all expenses for the maintenance of buildings, the pay of the police, clerks, stenographers and other employees, and all incidental expenses incurred in the performance of the duties of said commissioner, or in the administration of said police, without regard to the amount of money previously appropriated by the city council?

2. Is the Police Commissioner an "official of said city" within the meaning of section 16 of chapter 486 of the Acts of the year 1909?

3. Must the requisitions of the Police Commissioner for the maintenance of the police department be made annually upon estimates of the probable cost of the department; or may they be made by him from time to time to meet expenses incurred; estimates submitted by him prior to the beginning of each fiscal year being regarded as reasonable notice to the city and not as any limitation upon his right of requisition?

Respectfully,  
STEPHEN O'MEARA,  
*Police Commissioner for the City of Boston.*

DEC. 2, 1910.

Hon. DANA MALONE, *Attorney-General.*

SIR: — The authorities of the city of Boston having so expressed themselves as to raise a doubt concerning the relations at present existing between the city and the Police Commissioner in the matter of expenditures for the maintenance of the police department, I respectfully request from you an opinion thereon. Such relations were undisputed for many years, but it is now suggested, if not yet actually asserted, by the city authorities that chapter 486, Acts of 1909, took from the Police Commissioner rights heretofore exercised by him which past Legislatures have regarded as vital to the independent existence of the police department. The doubts which have been raised are expressed in the following questions, and as the estimates for the next fiscal year are now required, it is of vital importance that I should be authoritatively advised: —

Here followed in identical form the three questions included in the letter to his honor the mayor, with the signature of the commissioner.

December 9 I received the following reply from the Attorney-General: —

THE COMMONWEALTH OF MASSACHUSETTS,  
DEPARTMENT OF THE ATTORNEY-GENERAL,  
BOSTON, Dec. 8, 1910.

MR. STEPHEN O'MEARA, *Police Commissioner.*

DEAR SIR: — You present certain questions for my consideration in relation to the effect of St. 1909, c. 486, establishing a charter for the city of Boston, upon several statutes under which you act, and particularly in relation to your right to make requisition upon the city of Boston for the expenses of your department.

The board of police for the city of Boston was first established by St. 1885, c. 323, which provided in section 4 that "the said city of Boston shall provide all such suitable accommodations for the police of said city as said board shall require, and all buildings and property used by said police shall be under the control of said board. All expense for the maintenance of buildings, the pay of the police and all incidental expenses incurred in the administration of the said police shall be paid by the said city of Boston upon the requisition of said board." Section 5 provided that, —

Said board of police shall not appoint any larger number of patrolmen than the present police commissioners of said city are now authorized to appoint, except as authorized by said city, nor shall the pay of the police be increased or diminished except by the concurrent action of said city and said board of police.

Said section 4 was re-enacted in St. 1906, c. 291, an act providing for the appointment of a Licensing Board and a Police Commissioner of the city of Boston, in the last paragraph of section 8, which is as follows: —

All expenses for the maintenance of buildings, the pay of the police, clerks, stenographers and other employees, and all incidental expenses incurred in the performance of the duties of said commissioner or in the administration of said police, shall be paid by the city of Boston upon the requisition of said police commissioner.

Your own quarters and salary are provided for in the first paragraph of section 8, "the expense of which shall be paid by the city of Boston."

It is clear, therefore, that, at least until the enactment of St. 1909, c. 486, you were authorized to make requisition upon the city of Boston for all expenses legally incurred by you in connection with the conduct of your department.

Your specific questions, which are hereinafter quoted, request my opinion upon the question whether or not St. 1909, c. 486, works any change in this respect.

1. Is the Police Commissioner for the city of Boston empowered by law to make requisition upon the city of Boston for all expenses for the main-

tenance of buildings, the pay of the police, clerks, stenographers and other employees, and all incidental expenses incurred in the performance of the duties of said commissioner, or in the administration of said police, without regard to the amount of money previously appropriated by the city council?

The Police Commissioner of the city of Boston is an officer appointed directly by the Governor, and while the city of Boston is responsible for the expenses of his department and for his salary, he is a State officer, and is not in any way subject to the authority of the city of Boston. If the Police Commissioner were limited to the amount appropriated by the city of Boston he would be subject to and not independent of the authority of that city with respect to the management of his department. I am, therefore, of the opinion that the commissioner may make requisition upon the city of Boston for all the general expenses of his department, notwithstanding that there may be no specific appropriation from which they may be paid. See *Batchelder v. Salem*, 4 Cush. 599; *City of Charlestown v. Gardner*, 98 Mass. 587, where, at page 589, the court said: —

The power given to the school committee to contract with teachers necessarily implies and includes the power to determine their salaries. And in so doing they are not restricted to the amount appropriated for the purpose by the city council. The price to be paid is as much a part of the contract as the individual who is to teach or the school which is to be taught. The selection of a teacher depends very much upon the amount of compensation which can be offered to him. If the city council could establish the salary, it could thereby greatly narrow the range of choice, or even indirectly prevent the possibility of obtaining any suitable instructors.

2. Is the Police Commissioner an "official of said city" within the meaning of section 16 of chapter 486 of the Acts of the year 1909?

Section 16, to which you refer, is as follows: —

No official of said city, except in case of extreme emergency involving the health or safety of the people or their property, shall expend intentionally in any fiscal year any sum in excess of the appropriations duly made in accordance with law, nor involve the city in any contract for the future payment of money in excess of such appropriation, except as provided in section six of this act. Any official who shall violate the provisions of this section shall be punished by imprisonment for not more than one year, or by a fine of not more than one thousand dollars, or both.

In my opinion the Police Commissioner is not an official of the city of Boston, within the meaning of that section.

3. Must the requisitions of the Police Commissioner for the maintenance of the police department be made annually upon estimates of

the probable cost of the department, or may they be made by him from time to time to meet the expenses incurred; estimates submitted by him prior to the beginning of each fiscal year being regarded as reasonable notice to the city and not as any limitation upon his right of requisition?

There seems to be no statutory authority requiring the commissioner to make estimates of the probable cost of his department, and it is doubtful if he can be legally required to do so; nevertheless, the city of Boston is entitled, in fairness, to a statement from him as to the probable expenses of his department, in order to provide the necessary appropriation and to establish the rate of taxation, but such estimates are to be regarded as a "reasonable notice to the city" rather than as a limitation upon his right to make requisition for further sums should the proper administration of his department or any unforeseen but necessary expenditures require further funds.

Very truly yours, DANA MALONE,  
Attorney-General.

December 28 I received from his honor the mayor a copy of the opinion of the corporation counsel, as follows:—

LAW DEPARTMENT, Dec. 28, 1910.

HON. JOHN F. FITZGERALD, Mayor.

DEAR SIR:— My opinion has been requested by your honor and the Police Commissioner on the following questions:—

1. Is the Police Commissioner for the city of Boston empowered by law to make requisition upon the city of Boston for all expenses for the maintenance of buildings, the pay of the police, clerks, stenographers and other employees, and all incidental expenses incurred in the performance of the duties of said commissioner, or in the administration of said police without regard to the amount of money previously appropriated by the city council?

In my opinion he is. The only limitation upon his authority to make such requisition is that he shall not appoint any greater number of patrolmen or increase their pay except with the concurrent action of the mayor and Police Commissioner.

2. Is the Police Commissioner an "official of the city" within the meaning of section 16 of chapter 486 of the Acts of the year 1909?

The Police Commissioner is not an "official of the city" in the ordinary signification of the words. The court, however, might consider, as far as the expenditure of money appropriated was concerned, that while he was expending it he was such an official, but considering the act creating the office, the only part of section 16 which could possibly



apply to him would be as to his deliberately making a contract for the future payment of money in excess of the appropriations made upon his requisition. Even this is somewhat doubtful.

3. Must the requisition of the Police Commissioner for the maintenance of the police department be made annually upon estimates of the probable cost of the department, or may they be made by him from time to time to meet expenses incurred; estimates submitted by him prior to the beginning of each fiscal year being regarded as reasonable notice to the city and not as any limitation upon his right of requisition?

In my opinion the requisitions of the Police Commissioner for the maintenance of the police department may be made by him from time to time to meet expenses to be incurred. In other words, if the question was amended so that the words "to be" should be inserted between "expenses" and "incurred" my answer to this question would be in favor of the power of the Police Commissioner.

I do not think that, except in exceptional instances, the Police Commissioner should incur the expenses first and make the requisition afterwards. I think he should make the requisition and then incur the expenses. The expenses so incurred the city would have to pay under the statute.

When I use the word "requisition" in my answers to the first and third questions I mean the requisition of the Police Commissioner to the city government which usually accompanies the estimate. I do not mean the request to the city auditor to draw a draft on the city treasury for the payment of bills approved by the Police Commissioner and to be paid out of the police appropriation.

Yours respectfully,                      THOMAS M. BABSON,  
*Corporation Counsel.*

It thus appears from the concurring opinions of the Attorney-General and the corporation counsel that the fears of the latter, as expressed August 4 in his letter to his honor the mayor and by his honor made public, are unfounded; and that the financial relations of the city and the police department continue as established long ago by the Legislature, notwithstanding the passage of the "charter act."

#### LAW THE ONLY TRUE BASIS OF POLICE ACTION.

Within the year I had occasion to make to the public the following statement: —

The steady purpose of this department is that policemen, above all persons, shall respect the law; and if the time ever comes when, by

order or encouragement from their superiors or in response to special agitation, the police assume authority which the law does not give to them, and thus themselves become law breakers, the people of Boston will be the sufferers. Boston newspapers, as well as those of New York, are constantly praising Mayor Gaynor of that city for his attempts to bring its police back to the solid basis of law; and yet some of the same Boston newspapers, and doubtless many citizens, criticize at this time the Police Commissioner of Boston as narrow and technical because he has insisted steadily and still insists that the police for whom he is responsible shall follow the law at all times, not their own impulses.

I regard the strict observance of the laws as the most important lesson to be impressed upon the police of any city. Their authority is no more than that of a private citizen except in so far as such authority is conferred upon them specifically by the laws. Therefore, to the police in their official acts the laws should stand as paramount to all other powers or influences. The temptation to break the laws or to go outside of them for the sake of securing what may appear at the time to be an advantage to the community should always be resisted. If the people of Boston were as well educated on this point as are their police, the police would have fewer calls to "clean out" this or to "suppress" that when neither can lawfully be done. No man without police experience can know the frequency with which citizens demand of policemen action which the laws do not permit them to take. The spirit of "lynch law" seems to be in all classes of citizens, and to manifest itself in individuals whenever their own profits or comforts are jeopardized.

Obedience to law, with the use of none but lawful methods, is the rule of action in the Boston police department; but some of the large cities of the United States have not yet learned that rule. A magazine article lately published describes with praise the lawless practices, for ostensibly useful purposes, of the police of a western city, concerning which it exclaims: —

At no stage a legal proceeding; it was police work, through and through. If you look long and hard enough at this subject the contradiction between legal and police methods becomes sublime!

It is natural that a writer with such a notion of police duty, in a country supposed to be governed by law, should describe as "archaic" the Boston belief that the police should never themselves become law breakers, even to gain advantage over a criminal. Part of the "sublime contradiction" between legal and police methods in the city which had won the magazine writer's admiration was the police "permission" to saloon keepers to do business on Sunday contrary to law, if they would use only their side doors; and to keepers of disorderly houses to carry on their operations in localities indicated by the police. In another western city the situation was such that the magazine writer commended the police authorities for wiping out the "State-made blue laws," and allowing all saloons and theaters to be open on Sunday; with, of course, the customary free areas for disorderly houses.

The time will come when the people of such cities, weary of the violence and corruption which surely accompany police lawlessness, will try to struggle back to the solid basis of law which is the rule of the Boston police.

Respectfully submitted,

STEPHEN O'MEARA,

*Police Commissioner for the City of Boston.*



## DISTRIBUTION AND CHANGES.

The distribution of the force is shown by Table I. During the year 91 patrolmen were promoted from the reserve men, 1 patrolman was reappointed and 84 reserve men were appointed; 6 patrolmen and 1 reserve man discharged; 6 patrolmen and 3 reserve men resigned; 1 captain, 1 inspector and 17 patrolmen retired on pension; 1 captain, 2 sergeants and 10 patrolmen died. (See Tables III., IV., V., VI.)

## POLICE OFFICERS INJURED WHILE ON DUTY.

The following statement shows the number of police officers injured while on duty during the past year, the number of duties lost by them on account thereof and the causes of the injuries: —

HOW INJURED.	Number of Men injured.	Number of Duties lost.
In arresting prisoners, . . . . .	24	292
In pursuing criminals, . . . . .	12	590
By stopping runaways, . . . . .	3	56
By cars and other vehicles at crossings, . . . . .	6	42
Various other causes, . . . . .	39	1,216
Totals, . . . . .	84	2,196

## WORK OF THE DEPARTMENT.

*Arrests.*

The total number of persons arrested, counting each arrest as that of a separate person, was 71,201, against 71,512 the preceding year, being a decrease of 311. The percentage of increase and decrease was as follows: —

	Per Cent.
Offences against the person, . . . . . Increase,	5.38
Offences against property, committed with violence, Decrease,	8.76
Offences against property, committed without violence, . . . . . Decrease,	5.26
Malicious offences against property, . . . . . Decrease,	22.15
Forgery and offences against the currency, . . . . . Decrease,	2.81
Offences against the license laws, . . . . . Decrease,	30.81
Offences against chastity, morality, etc., . . . . . Decrease,	7.16
Offences not included in the foregoing, . . . . . Increase,	.23

There were 5,961 persons arrested on warrants and 58,461 without warrants; 6,779 persons were summoned by the court; 68,798 persons were held for trial and 2,403 were released from custody. The number of males arrested was 64,503; of females, 6,698; of foreigners, 32,650, or approximately 45.85 per cent.; of minors, 7,653. Of the total number arrested, 28,233, or 39.65 per cent., were nonresidents. (See Tables X., XI.)

The nativity of the prisoners was as follows:—

United States, . . . . .	38,551	Wales, . . . . .	25
British Provinces, . . . . .	5,623	East Indies, . . . . .	7
Ireland, . . . . .	14,617	West Indies, . . . . .	82
England, . . . . .	1,759	Turkey, . . . . .	90
France, . . . . .	123	South America, . . . . .	14
Germany, . . . . .	488	Switzerland, . . . . .	25
Italy, . . . . .	2,504	Belgium, . . . . .	69
Russia, . . . . .	2,672	Armenia, . . . . .	10
China, . . . . .	403	Africa, . . . . .	8
Greece, . . . . .	277	Hungary, . . . . .	15
Sweden, . . . . .	1,138	Asia, . . . . .	3
Scotland, . . . . .	960	Arabia, . . . . .	1
Spain, . . . . .	42	Mexico, . . . . .	8
Norway, . . . . .	398	Japan, . . . . .	11
Poland, . . . . .	489	Syria, . . . . .	102
Australia, . . . . .	28	Roumania, . . . . .	1
Austria, . . . . .	180	Iceland, . . . . .	2
Portugal, . . . . .	115	Bavaria, . . . . .	2
Finland, . . . . .	249	India, . . . . .	3
Denmark, . . . . .	84		
Holland, . . . . .	23	Total, . . . . .	71,201

The number of arrests for the year is 71,201, being a decrease of 311 from last year, and 7,633 more than the average for the past five years. There were 47,732 persons arrested for drunkenness, being 2,411 more than last year, and 6,584 more than the average for the past five years. Of the arrests for drunkenness this year, there was an increase of 6.06 per cent. in males and a decrease of 1.73 per cent. in females from last year. (See Tables XI., XIII.)

Of the total number of arrests for the year (71,201), 576 were for violations of the city ordinances; that is to say, 1 arrest in 123 was for such offence, or .80 per cent.

Fifty-five and twenty one-hundredths per cent. of the per-

sons taken into custody were between the ages of twenty and forty. (See Table XII.)

The number of persons punished by fines<sup>1</sup> was 14,949, and the fines amounted to \$138,140.61. (See Table XIII.)

One hundred and forty persons were committed to the State Prison, 6,417 to the House of Correction, 125 to the Women's Prison, 211 to the Reformatory Prison and 2,640 to other institutions. The total years of imprisonment were 3,841  $\frac{6}{12}$ ; the total number days' attendance in court by officers was 44,922; and the witness fees earned by them amounted to \$11,927.60.

The value of property taken from prisoners and lodgers was \$115,136.06.

Seventy-eight witnesses were detained at station houses; 17 were accommodated with lodgings, — a decrease of 18 from last year. There was a decrease of 4.93 per cent. from last year in the number of insane persons taken in charge, an increase of about 4.73 per cent. in the number of sick and injured persons assisted, and an increase of about 2.64 per cent. in the number of lost children cared for.

The average amount of property reported stolen in the city for the five years from 1906 to 1910, inclusive, was \$152,654.20; in 1910 it was \$176,519.27, or \$23,864.93 more than the average. The amount of property stolen in and out of the city, which was recovered by the Boston police, was \$354,466.73, as against \$242,549.84 last year, or \$111,916.89 more.

The average amount of fines imposed by courts for the five years from 1906 to 1910, inclusive, was \$133,959.79; in 1910 it was \$138,140.61, or \$4,180.82 more than the average.

The average number of days' attendance in court was 41,845; in 1910 it was 44,922, or 3,077 more than the average. The average amount of witness fees earned was \$12,129.42; in 1910 it was \$11,927.60, or \$201.82 less than the average. (See Table XIII.)

#### *Drunkenness.*

In arrests for drunkenness, the average number per day was 130. There were 2,411 more persons arrested than in 1909, — an increase of 5.31 per cent.; 47.86 per cent. of the arrested persons were nonresidents and 49.88 per cent. were of foreign birth. (See Table XI.)

*Bureau of Criminal Investigation.*

The "Rogues' Gallery" now contains 34,313 photographs, 27,477 of which are photographs with Bertillon measurements, a system used by this department during the past ten years. In accordance with the Revised Laws, chapter 225, sections 18 and 21, we are allowed photographs with Bertillon measurements taken of convicts in the State Prison and Reformatory, a number of which have already been added to our Bertillon cabinets. This, together with the adoption of the system by this department in 1898, is and will continue to be of great assistance in the identification of criminals. A large number of important identifications have thus been made during the year for this and other police departments, through which the sentences in many instances have been materially increased. The records of 1,082 criminals have been added to the records kept in this Bureau, which now contains a total of 33,478. The number of cases reported at this office which have been investigated during the year is 11,044. There are 21,512 cases recorded on the assignment books kept for this purpose, and reports made on these cases are filed away for future reference. Letters and telegrams to the number of about 2,795 yearly are now filed with the numbered reports to which they refer, so that all the papers pertaining to a case can be found in the same envelope, thus simplifying matters when information is desired on any case. The system of indexing adopted by this Bureau for the use of the department now contains a list of records, histories, photographs, dates of arrests, etc., of about 125,000 persons. There are also "histories and press clippings," now numbering 6,220, by this Bureau, in envelope form, for police reference.

The finger-print system of identification, which was adopted in June, 1906, has progressed in a satisfactory manner, and with its development it is expected that the identification of criminals will be facilitated. It has become very useful in tracing criminals and furnishing corroborating evidence in many instances.

The statistics of the work of this branch of the service are included in the statement of the general work of the depart-



ment; but, as the duties are of a special character, the following statement will be of interest:—

Number of persons arrested, principally for felonies, . . . . .	913
Fugitives from justice from other States, arrested and delivered to officers from those States, . . . . .	38
Number of cases investigated, . . . . .	11,044
Number of extra duties performed, . . . . .	1,256
Number of cases of homicide and supposed homicide investigated and evidence prepared for trial in court, . . . . .	80
Number of cases of abortion and supposed abortion investigated and evidence prepared for court, . . . . .	5
Number of days spent in court by officers, . . . . .	3,314
Amount of stolen property recovered, . . . . .	\$238,473.75
Number of years' imprisonment imposed by court, 570 years, 1 month	
Number of photographs added to "Rogues' Gallery," . . . . .	1,681

*Miscellaneous Business.*

	1907-08.	1908-09.	1909-10.
Abandoned children cared for, . . . . .	33	8	15
Accidents reported, . . . . .	2,579	2,978	3,187
Buildings found open and made secure, . . . . .	2,559	3,420	2,707
Cases investigated, . . . . .	24,397	25,656	27,964
Dangerous buildings reported, . . . . .	29	11	23
Dangerous chimneys reported, . . . . .	41	6	3
Dead bodies cared for, . . . . .	279	343	368
Defective bridges reported, . . . . .	5	7	3
Defective cesspools reported, . . . . .	133	199	152
Defective coal holes, . . . . .	9	1	5
Defective drains and vaults reported, . . . . .	3	3	9
Defective fire alarms and clocks reported, . . . . .	9	8	4
Defective gas pipes reported, . . . . .	40	79	62
Defective hydrants reported, . . . . .	87	104	139
Defective lamps reported, . . . . .	8,928	13,247	36,502

*Miscellaneous Business — Concluded.*

	1907-08.	1908-09.	1909-10.
Defective fences, . . . . .	31	10	16
Defective sewers reported, . . . . .	28	103	84
Defective streets and sidewalks reported,	8,726	9,669	9,048
Defective trees, . . . . .	14	16	59
Defective water gates, . . . . .	3	20	8
Defective water meters, . . . . .	-	3	11
Defective water pipes reported, . . . . .	250	177	203
Defective wires and poles reported, . . . . .	7	30	79
Disturbances suppressed, . . . . .	650	1,253	767
Extra duties performed, . . . . .	34,206	31,874	33,997
Fire alarms given, . . . . .	2,236	1,962	2,045
Fires extinguished, . . . . .	700	735	865
Insane persons taken in charge, . . . . .	419	385	366
Intoxicated persons assisted, . . . . .	-	-	29
Lost children restored, . . . . .	1,637	2,189	2,247
Missing persons reported, . . . . .	267	305	346
Missing persons found, . . . . .	155	140	178
Persons rescued from drowning, . . . . .	28	61	33
Sick and injured persons assisted, . . . . .	4,234	4,397	4,605
Stray teams reported and put up, . . . . .	131	132	181
Water running to waste reported, . . . . .	322	377	345
Witnesses detained, . . . . .	60	57	78

*Lost, Abandoned and Stolen Property.*

On Dec. 1, 1909, there were 726 articles of lost, abandoned or stolen property in the custody of the property clerk; 508 were received during the year, 359 were sold, for which \$528.37

was received and paid over to the city collector, and 55 delivered to owners, finders or administrators, 2 to the Chief of the District Police, leaving 818 on hand.

#### SPECIAL EVENTS.

The following is a list of special events transpiring during the year, and gives the number of police detailed for duty at each:—

1910.	Men.
Jan. 9, Police ball, . . . . .	90
Jan. 11, City election, bulletin boards, . . . . .	285
Jan. 22, Unveiling of memorial to Bishop Phillips Brooks, . . . . .	72
Feb. 7, Inaugural of mayor and city council, Faneuil Hall, . . . . .	57
Feb. 8, Firemen's ball, . . . . .	51
Mar. 1, Funeral of Lieutenant-Colonel Talbot, . . . . .	159
Mar. 17, Evacuation Day, . . . . .	320
April 9, Cross-country run, Cathedral Y. M. C. A., . . . . .	85
April 19, Marathon race, . . . . .	441
May 11, Parade of Fusilier Veteran Association, . . . . .	120
May 27, Parade of school regiment, . . . . .	508
May 30, Work horse parade, . . . . .	87
May 30, Harvard-Cornell boat race, . . . . .	110
June 1, Barnum & Bailey circus parade, . . . . .	100
June 6, Ancient and Honorable parade, . . . . .	235
June 16, The "night before" in Charlestown, . . . . .	221
June 17, Anniversary battle Bunker Hill, . . . . .	587
June 27, Forepaugh & Sells circus parade, . . . . .	85
July 4, Safe and Sane Fourth of July parade, . . . . .	811
July 4, Bulletin boards, Jeffries and Johnson fight, . . . . .	164
July 4, Fireworks, Charles River Basin, . . . . .	398
Aug. 9, Albany Street fire, general alarm, . . . . .	345
Aug. 10, Catholic Total Abstinence parade, . . . . .	288
Sept. 5, Labor Day parade, . . . . .	886
Oct. 9, Visit of Cardinal Vanutelli, . . . . .	140
Oct. 12, Columbus Day Celebration, . . . . .	1,114
Oct. 21, Visit of Colonel Roosevelt, . . . . .	136
Nov. 8, State election, bulletin boards, . . . . .	350
Nov. 12, Harvard-Dartmouth, foot-ball game, . . . . .	102
Nov. 16, Harvard-Carlisle, foot-ball game, . . . . .	79
Nov. 19, Special detail at Division 4, foot-ball night, . . . . .	342

#### INSPECTOR OF CLAIMS.

The officer detailed to assist the committee on claims and law department in investigating claims against the city for alleged damage of various kinds reports that he investi-

gated 534 cases, 11 of which were on account of damage done by dogs.

*Other Services performed.*

Number of cases investigated, . . . . .	534
Number of witnesses examined, . . . . .	3,755
Number of notices served, . . . . .	1,251
Number of pictures taken, . . . . .	148
Number of permissions granted, . . . . .	2,676
Number of days in court, . . . . .	52
Number of days at the committee on claims, . . . . .	30

OFFICERS DETAILED TO ASSIST MEDICAL EXAMINERS.

The officers detailed from the Bureau of Criminal Investigation to assist the medical examiners of Suffolk County report having investigated 853 deaths, 635 of which were males and 218 females, and attended 259 inquests, as follows:—

*Causes of Death in Cases Investigated.*

Abortion, . . . . .	6	Manslaughter, . . . . .	28
Accidents, . . . . .	111	Murders, . . . . .	11
Alcoholism, . . . . .	7	Natural causes, . . . . .	294
Asphyxiation (gas), . . . . .	14	Poison, . . . . .	18
Automobile, . . . . .	14	Railroads, . . . . .	55
Burns, . . . . .	43	Railway (street), . . . . .	41
Concealed birth, . . . . .	1	Stillborn, . . . . .	12
Drowning, . . . . .	58	Strangulation, . . . . .	1
Electricity, . . . . .	5	Suffocation, . . . . .	1
Elevators, . . . . .	21	Suicides, . . . . .	73
Explosion, . . . . .	3	Teams, . . . . .	25
Exhaustion, . . . . .	3		
Fire engine, . . . . .	2	Total, . . . . .	853
Homicides, . . . . .	6		

*Causes of Death where Inquests were held.*

Abortion, . . . . .	3	Falling iron, . . . . .	1
Asphyxiation (gas), . . . . .	3	Falling tree, . . . . .	1
Accidents, . . . . .	4	Falls, . . . . .	53
Automobile, . . . . .	17	Fire engine, . . . . .	2
Burns, . . . . .	5	Homicides, . . . . .	6
Drowning, . . . . .	3	Manslaughter, . . . . .	1
Elevators, . . . . .	17	Railroads (steam), . . . . .	51
Electricity, . . . . .	4	Railway (street), . . . . .	41
Explosion, . . . . .	3	Teams, . . . . .	22
Falling burlap, . . . . .	3	Suicides, . . . . .	4
Falling lumber, . . . . .	10		
Falling stone, . . . . .	5	Total, . . . . .	259

## HOUSE OF DETENTION.

The house of detention for women is located in the court house, Somerset Street. All the women arrested in the city proper are taken to the house of detention in vans provided for the purpose. They are then held in charge of the matron until the next session of the court before which they are to appear. If sentenced to imprisonment, they are returned to the house of detention, and from there conveyed to the jail or institution to which they have been sentenced.

During the year there were 5,374 women committed, viz.: —

For drunkenness, . . . . .	3,021
For larceny, . . . . .	395
For night walking, . . . . .	330
For fornication, . . . . .	167
For insanity, . . . . .	40
For being idle and disorderly, . . . . .	38
For assault and battery, . . . . .	38
For adultery, . . . . .	23
For violation of the liquor law, . . . . .	13
For keeping a house of ill fame, . . . . .	23
For witnesses, . . . . .	7
For county jail, . . . . .	961
For municipal court, . . . . .	116
For various other offences, . . . . .	192
Total, . . . . .	5,374

## POLICE SIGNAL SERVICE.

*Signal Boxes.*

The total number of boxes now in use is 462. Of these, 274 are connected with the underground system and 188 with the overhead.

*Miscellaneous Work.*

During the year the employees of this service responded to 1,079 trouble calls; inspected 462 signal boxes, 15 signal desks and 921 batteries; repaired 105 box movements, 5 registers, 24 polar box bells, 36 locks, 10 plungers, 14 time stamps, 6 gongs, 2 stable motors, 3 stable registers, 3 vibrator bells, 8 transmitters, 2 pole changers and 31 relays, besides repairing all bell and electric light work at headquarters and the various stations. There have been made 1 bell, 18 line blocks, 10

plungers, 16 complete box fittings, and a large amount of small work that cannot be classified.

The underground work done during the year consisted of laying about 22,510 feet of 7 conductor cable on Divisions 11 and 12 and placing 5 underground post boxes on Division 11, and 1 on Division 12.

There are in use in the signal service 27 horses, 19 patrol wagons and 13 pungs.

During the year the wagons made 42,663 runs, covering an aggregate distance of 36,832 miles. There were 46,226 prisoners conveyed to the station houses; 916 runs were made to take injured and insane persons to station houses, the hospitals or their homes; and 532 runs were made to take lost children to station houses. There were 678 runs to fires and 44 runs for liquor seizures. During the year there were 462 signal boxes in use, arranged on 60 circuits; 525,887 telephone messages and 3,305,980 "on-duty" calls were sent over the lines.

The following list comprises the property in the signal service at the present time:—

15 signal desks.	45 manholes.
60 circuits.	1 buggy.
462 street signal boxes.	1 line wagon.
14 stable call boards.	1 express wagon.
57 test boxes.	1 mugwump wagon.
921 cells of battery.	1 traverse pung.
432,772 feet underground cable.	2 small sleighs.
334,950 feet overhead cable.	1 caravan.
40,138 feet of duct.	

#### HARBOR SERVICE.

The special duties performed by the police of Division 8, comprising the harbor and the islands therein, were as follows:—

Value of property recovered, consisting of boats, rigging, float-stages, etc., . . . . .	\$12,066.26
Number of vessels from foreign ports boarded, . . . . .	737
Number of vessels ordered from the channel to proper anchorage, . . . . .	1,516
Number of vessels removed from channel by police steamers, . . . . .	28
Number of cases of assistance rendered, . . . . .	98
Number of cases of assistance rendered to wharfingers, . . . . .	5
Number of permits granted vessels in the stream to discharge their cargoes, . . . . .	28

Number of obstructions removed from channel, . . . . .	25
Number of alarms of fire on the water front attended, . . . . .	123
Number of fires extinguished without alarm, . . . . .	3
Number of boats challenged, . . . . .	1,958
Sick and injured persons assisted, . . . . .	9
Cases investigated, . . . . .	1,172
Dead bodies recovered, . . . . .	43
Rescued from drowning, . . . . .	11
Number of vessels ordered to put up anchor lights, . . . . .	16
Number of vessels assigned to anchorage, . . . . .	1,427

The total number of vessels that arrived in this port during the year was 10,982. Of this number, 9,431 came from domestic ports, 814 from ports in the British Provinces and 737 from foreign ports. Of the latter, 684 were steamers, 6 ships, 25 barks and 22 schooners.

The police boat "Ferret" was in commission from June 17 to October 7 in Dorchester Bay. She covered a distance of 4,000 miles; made 5 arrests for larceny and 2 for drunkenness; recovered property valued at \$2,200; rescued 30 persons from disabled boats; made secure 16 yachts that had broken away from their moorings; quelled 8 disturbances; investigated 18 cases and notified 15 owners of power boats to have mufflers attached to their exhausts.

#### HORSES.

On the 1st of December, 1909, there were 86 horses in the service. During the year 1 was sold, 4 purchased, 7 shot on account of being disabled, 1 given to Red Acre Farm and 1 died. At the present time there are 80 in the service, as shown by Table IX.

#### VEHICLE SERVICE.

##### *Automobiles.*

There are 7 automobiles in the service at the present time; 2 for general use attached to headquarters; 2 for the Back Bay and Fenways, attached to Division 16; 1 in the Dorchester District, attached to Division 11; 1 in the West Roxbury District, attached to Division 13, and 1 in the Brighton District, attached to Division 14.

The following return shows the extent and nature of the service performed by the automobiles during the year: —

NUMBER.	Days on Duty.	Miles ran.	Arrests.	Fire Alarm, etc.	Persons cautioned.	Lost Children, etc.	Sick, etc.
35, . . .	265	9,275	480	3	450	—	2
36, . . .	290	10,150	205	5	400	2	2
38, . . .	305	16,775	44	28	90	7	11
40, . . .	279	18,135	38	31	50	3	1
6774, . . .	166	6,640	223	19	45	5	—
Total, . . .	1,305	60,975	990	86	1,035	17	16

*Cost of running Automobiles.*

Pay of officers, . . . . .	\$4,290 30
Repairs, . . . . .	1,568 81
Tires, . . . . .	1,248 92
Gasoline, . . . . .	621 75
Oil, . . . . .	65 89
Rent of garage, . . . . .	1,054 51
License fees, . . . . .	20 00
Total, . . . . .	\$8,870 18

*Ambulances.*

The department is now equipped with 10 ambulances, located in the following police divisions: 1, 4, 6, 7, 10, 11, 13, 14, 15 and 16.

During the year the ambulances responded to calls to convey sick or injured persons to the following places:—

City Hospital, . . . . .	887
City Hospital (Relief Station, Haymarket Square), . . . . .	747
City Hospital (Relief Station, East Boston), . . . . .	241
Calls where services were not required, . . . . .	197
Massachusetts General Hospital, . . . . .	145
Home, . . . . .	93
Morgue, . . . . .	19
Grace Hospital, . . . . .	11
Carney Hospital, . . . . .	11
Police station houses, . . . . .	11
From fires, . . . . .	10
Lying-in Hospital, . . . . .	7
Faulkner Hospital, . . . . .	6
Homœopathic Hospital, . . . . .	4
Austin Farm, . . . . .	1
Boston State Hospital, . . . . .	1



Massachusetts Eye and Ear Infirmary, . . . . .	1
Soldiers' Home, . . . . .	1
St. Elizabeth Hospital, . . . . .	1
Temporary Hospital, Copley Square, . . . . .	1
Washingtonian Home, . . . . .	1
Total, . . . . .	2,396

*List of Vehicles used by the Department.*

Divisions.	Patrol Wagons.	Other Wagons.	Automobiles.	Trucks.	Vans.	Ambulances.	Buggies.	Scooters.	Totals.
Headquarters, . . . . .	-	-	2	-	-	-	-	-	2
Division 1, . . . . .	1	-	-	1	-	1	-	-	3
Division 2, . . . . .	1	-	-	-	-	-	-	-	1
Division 3, . . . . .	1	-	-	1	-	-	-	-	2
Division 4, . . . . .	1	-	-	-	-	1	-	-	2
Division 5, . . . . .	1	-	-	1	-	-	-	-	2
Division 6, . . . . .	1	-	-	1	-	1	-	-	3
Division 7, . . . . .	1	-	-	1	-	1	-	-	3
Division 8, . . . . .	-	-	-	-	-	-	-	-	-
Division 9, . . . . .	1	-	-	1	-	-	-	-	2
Division 10, . . . . .	1	-	-	1	-	1	-	-	3
Division 11, . . . . .	1	-	1	1	-	1	1	1	6
Division 12, . . . . .	1	-	-	1	-	-	-	-	2
Division 13, . . . . .	1	1	1	1	-	1	2	1	8
Division 14, . . . . .	1	-	1	1	-	1	1	1	6
Division 15, . . . . .	1	-	-	1	-	1	-	-	3
Division 16, . . . . .	1	-	2	-	-	-	1	-	4
Joy Street stable, . . . . .	4	5	-	1	4	2	3	4	23
Totals, . . . . .	19	6	7	13	4	11	8	7	75

## PUBLIC CARRIAGES.

During the year there were 1,714 carriage licenses granted, being a decrease of 71 as compared with last year; 317 motor carriages were licensed, being an increase of 50 as compared with last year.

There has been a decrease of 117 in the number of horse-drawn licensed carriages during the year.

There was 1 carriage rejected on first inspection, but the defects being slight and having been remedied, it was subsequently reinspected and passed.

There were 122 articles, consisting of umbrellas, coats, etc., left in carriages during the year, which were turned over to the inspector; 20 of these were restored to the owners, and the balance placed in the keeping of the lost property bureau.

The following is a detailed statement concerning licenses for public carriages and for drivers of hacks and cabs:—

Number of applications for carriage licenses received, . . . . .	1,714
Number of carriages licensed, . . . . .	1,714
Number of licenses transferred, . . . . .	82
Number of licenses cancelled or revoked, . . . . .	78
Number of carriages inspected, . . . . .	1,714
Number of carriages rejected, . . . . .	1
Number of carriages reinspected and passed, . . . . .	1
Applications for drivers' licenses reported upon, . . . . .	1,567
Number of complaints against drivers investigated, . . . . .	81
Number of warrants obtained, . . . . .	13
Number of days spent in court, . . . . .	8
Articles left in carriages reported by citizens, . . . . .	18
Articles found in carriages, reported by drivers, . . . . .	122
Drivers' applications for licenses rejected, . . . . .	3

## WAGON LICENSES.

Licenses are granted to persons or corporations to set up and use trucks, wagons or other vehicles to convey merchandise from place to place within the city for hire.

During the year 5,498 applications for such licenses were received, 5,488 of which were granted and 10 rejected.

Of the licenses granted, 33 were subsequently cancelled for nonpayment of the license fee, 25 for other causes and 49 transferred to new locations. (See Tables XIV., XVI.)

## LISTING MALE RESIDENTS OF BOSTON, ETC.

YEAR.	May Canvass.	Supplemental Applications.	Refused Certificates.	Granted Certificates.	Total Men Listed.
1903, . . .	181,045	3,412	53	3,359	184,404
1904, . . .	193,195	1,335	55	1,280	194,475
1905, . . .	194,547	705	8	697	195,244
1906, . . .	195,446	775	24	751	196,197
1907, . . .	195,900	782	28	754	196,654
1908, . . .	201,255	1,302	57	1,245	202,500
1909, . . .	201,391	804	29	775	202,166
1910, <sup>1</sup> . . .	203,603	897	47	850	204,453

<sup>1</sup> Changed to April 1.

*Women Voters verified.*

1903, . . . . .	14,611
1904, . . . . .	15,633
1905, . . . . .	14,591
1906, . . . . .	13,427
1907, . . . . .	12,822
1908, . . . . .	11,915
1909, . . . . .	11,048
1910, . . . . .	10,486

(See Tables XX., XXI., XXII.)

*Listing Expenses.*

The expenses of listing residents, not including the services rendered by the members of the police force, were as follows:—

Printing, . . . . .	\$14,444 84
Clerical service, . . . . .	7,199 68
Cards, . . . . .	1,229 83
Interpreters, . . . . .	928 01
Stationery, . . . . .	351 36
Filing cases, . . . . .	149 00
Total, . . . . .	\$24,302 72

*Number of Policemen employed in Listing.*

April 1, . . . . .	1,119
April 2, . . . . .	1,087
April 4, . . . . .	695
April 5, . . . . .	295

## SPECIAL POLICE.

Special police officers are appointed to serve without pay from the city, on the written application of any officer or board in charge of a department of the city of Boston, or on the application of any responsible corporation or person, such corporation or person to be liable for the official misconduct of the person appointed.

During the year ending Nov. 30, 1910, there were 655 special police officers appointed, 2 applications for appointment were refused for cause, and 1 appointment was revoked for cause.

Appointments were made on applications received as follows:—

From United States Army officers, . . . . .	2
From State departments, . . . . .	13
From city departments, . . . . .	144
From railroad corporations, . . . . .	153
From other corporations or associations, . . . . .	138
From theaters and other places of amusement, . . . . .	140
From private institutions, . . . . .	57
From churches, . . . . .	8
	<hr/>
Total, . . . . .	655

## RAILROAD POLICE.

There were 115 persons appointed railroad policemen during the year, 8 of whom were employees of the New York, New Haven & Hartford Railroad, 101 of the Boston & Maine Railroad and 6 of the Boston, Revere Beach & Lynn Railroad.

## MISCELLANEOUS LICENSES.

The total number of licenses issued of all kinds was 25,333; transferred, 186; cancelled and revoked, 2,862. The officers

investigated 255 complaints arising under these licenses. The fees collected and paid into the city treasury amounted to \$50,284. (See Table XIV.)

### MUSICIANS' LICENSES.

#### *Itinerant.*

During the year there were 212 applications for itinerant musicians' licenses received, 184 of which were granted, 21 rejected and 7 are pending; 1 was subsequently cancelled on account of the nonpayment of the license fee, leaving the number in force November 30 last 183.

The officer detailed for this special service reports that during the year he examined 126 instruments, as follows: —

INSTRUMENTS.	Inspected.	Passed.	Condemned.
Street organs, . . . . .	64	61	3
Hand organs, . . . . .	18	17	1
Violins, . . . . .	15	15	—
Harps, . . . . .	13	13	—
Flutes, . . . . .	6	6	—
Accordions, . . . . .	4	4	—
Guitars, . . . . .	3	3	—
Bagpipes, . . . . .	1	1	—
Banjos, . . . . .	1	1	—
Ocarina, . . . . .	1	1	—
Totals, . . . . .	126	122	4

#### *Collective.*

Collective musicians' licenses are granted to bands of persons over fifteen years of age to play on musical instruments in company with designated processions, at stated times and places.

The following shows the number of applications made for these licenses during the last five years and the action taken thereon:—

YEAR.	Applications.	Granted.	Rejected.
1906, . . . . .	157	156	1
1907, . . . . .	154	152	2
1908, . . . . .	172	172	—
1909, . . . . .	178	176	2
1910, . . . . .	226	222	4

PUBLIC LODGING HOUSES.

Every building in the city of Boston not licensed as an inn, in which 10 or more persons are lodged for twenty-five cents or less each per night, is a public lodging house, under chapter 242 of the Acts of 1904; and the Police Commissioner is authorized to grant licenses to such lodging houses after the inspector of buildings has certified that the building is provided with proper exits and appliances for giving alarm to the inmates in case of fire, and the board of health has certified that the sanitary condition is satisfactory. Under this law 23 applications for licenses were received, 19 of them granted and 4 rejected. Of the number granted, 1 was cancelled and another issued in its stead. One was revoked for cause but was restored.

The following shows the location of the lodging houses and the number of persons lodged in each during the year:—

LOCATION.	Number lodged.
69 and 71 Beach Street, . . . . .	26,300
19 Causeway Street, . . . . .	8,945
164 Commercial Street, . . . . .	21,734
194 Commercial Street, . . . . .	37,524

LOCATION.	Number lodged.
234 Commercial Street, . . . . .	14,505
238-246 Commercial Street, <sup>1</sup> . . . . .	28,926
17 Davis Street, . . . . .	36,625
42 Eastern Avenue, <sup>2</sup> . . . . .	9,982
39 Edinborough Street, . . . . .	18,250
120 Eliot Street, . . . . .	48,066
37 Green Street, . . . . .	36,500
187 Hanover Street, . . . . .	53,597
67 Pleasant Street, . . . . .	19,178
886 Washington Street, . . . . .	78,093
1025 Washington Street, . . . . .	32,954
1051 Washington Street, . . . . .	38,112
1093 Washington Street, . . . . .	25,258
1202 Washington Street, . . . . .	30,209
Totals, . . . . .	564,758

<sup>1</sup> 242-246 Commercial Street, licensed to April 30, 1910.

<sup>2</sup> Licensed to April 30, 1910.

#### CARRYING DANGEROUS WEAPONS.

Under the act of 1906, which authorized the Police Commissioner, in common with certain other officials, to grant licenses for the carrying of loaded pistols or revolvers on the person, the following action has been taken by him:—

YEAR.	Applications.	Granted.	Refused.
1907, . . . . .	681	625	56
1908, . . . . .	1,020	882	138
1909, . . . . .	871	800	71
1910, . . . . .	931	829	102

These licenses are granted in large measure to express and bank messengers, watchmen, special policemen and others whose occupations and characters establish a *prima facie* case in their favor.

#### SMALL LOAN LICENSES.

During the year there were 25 applications received for secured small loan licenses; 23 were granted and 2 disapproved.

There were 53 applications received for unsecured small loan licenses; 49 were granted and 4 disapproved.

#### PENSIONS AND BENEFITS.

Dec. 1, 1909, there were 213 pensioners on the roll. During the year 22 died, viz., 1 deputy superintendent, 1 captain, 2 inspectors, 2 lieutenants and 16 patrolmen, and 20 were added, viz., 1 captain, 1 inspector, 17 patrolmen and the widow of Sergeant Schlehuber, leaving 211 on the roll at date, including the widows of 12 and the mother of 1 policeman, who died of injuries received in the service.

The payments on account of pensions during the past year amounted to \$131,515, and it is estimated that \$131,798.75 will be required for pensions in 1911. This does not include pensions for 1 chief inspector, 1 captain, 1 inspector and 5 patrolmen, all of whom are sixty-five or over, and are entitled to be pensioned on account of age and term of service.

The invested fund of the police charitable fund on the thirtieth day of November last amounted to \$207,550. There are 66 beneficiaries at the present time, and there has been paid to them the sum of \$7,432 during the past year.

The invested fund of the Police Relief Association on the thirtieth day of November was \$128,449.22.

#### FINANCIAL.

A requisition was made on the city council for the sum of \$2,219,202.51 to meet the running expenses of the department, including the pensioned police officers, house of detention, station house matrons, listing persons twenty years of age or more, and police signal service for the financial year.

The total expenditures for police purposes during the past year, including the pensions, house of detention, station house



matrons and listing persons twenty years of age or more, but exclusive of the maintenance of the police signal service, were \$2,088,827.95.

The total revenue paid into the city treasury from fees for licenses over which the police have supervision, and for the sale of unclaimed and condemned property, etc., was \$51,444.64. (See Table XIV.)

The cost of maintaining the police signal service during the year was \$62,993.38. (See Table XVIII.)





TABLE II.  
*List of Police Officers in Active Service who died during the Year ending Nov. 30, 1910.*

Rank.	NAME.	Division.	Date of Death.	Cause of Death.
Patrolman,	Allen W. Alger,	1	Jan. 15, 1910	Pneumonia.
Patrolman,	James J. Bray,	1	Oct. 13, 1910	Diphtheria.
Patrolman,	Watson W. H. Cooke,	13	March 25, 1910	Acute pneumonia.
Patrolman,	Owen M. Cummingham,	16	Nov. 25, 1910	Tumor of the brain.
Patrolman,	Daniel J. F. Donovan,	10	Jan. 13, 1910	Fractured skull.
Patrolman,	Daniel B. Fitzgerald,	3	Sept. 29, 1910	Spinal tumor.
Patrolman,	James A. Gately,	2	May 16, 1910	Pneumonia.
Patrolman,	Charles Hill,	11	April 8, 1910	Gall stones.
Sergeant,	George F. Howe,	C. P.	March 6, 1910	Heart failure.
Patrolman,	William F. Lewis,	5	May 9, 1910	Diabetic gangrene.
Patrolman,	Joseph M. McCabe,	1	May 3, 1910	Tuberculosis.
Sergeant,	Frederick Sehlehuber,	11	Nov. 10, 1910	Murder.
Captain,	George A. Wyman,	C. P.	July 28, 1910	Cancer of brain.

TABLE III.

*List of Officers retired during the Year, giving Age at the Time of Retirement and the Number of Years' Service of Each.*

NAME.	Cause of Retirement.	Age at Time of Retirement.	Years of Service.
Bates, Edward M., . . . .	Age, . . . .	60 years,	30 years.
Brown, William E., . . . .	Age, . . . .	64 years,	32 years.
Coburn, David, . . . .	Age, . . . .	65 years,	36 years.
Corbett, Patrick, . . . .	Age, . . . .	63 years,	30 years.
Dunbar, Clarence M., . . . .	Incapacitated,	51 years,	22 years.
Gillette, Charles W., . . . .	Age, . . . .	61 years,	35 years.
Hildreth, Alfred H., . . . .	Incapacitated,	45 years,	21 years.
Houghton, Daniel F., . . . .	Age, . . . .	60 years,	30 years.
Innis, William H., . . . .	Age, . . . .	60 years,	32 years.
Keane, Timothy F., . . . .	Incapacitated,	51 years,	26 years.
Lewis, George E., . . . .	Age, . . . .	61 years,	32 years.
Mahoney, Edward H., . . . .	Age, . . . .	60 years,	27 years.
Morse, Robert A. F., . . . .	Incapacitated,	51 years,	22 years.
Nannery, James, . . . .	Age, . . . .	65 years,	31 years.
Nickerson, Arthur W., . . . .	Incapacitated,	40 years,	15 years.
Olds, Edward R., . . . .	Incapacitated,	47 years,	22 years.
Robinson, George M., . . . .	Age, . . . .	60 years,	36 years.
Swan, Clarence A., . . . .	Age, . . . .	65 years,	33 years.
Trask, Frederick G., . . . .	Incapacitated,	43 years,	20 years.

TABLE IV.

*List of Officers who were promoted above the Rank of Patrolman during the Year ending Nov. 30, 1910.*

DATE.	Name and Rank.
March 3, 1910	Lieut. John E. Driscoli to the rank of captain.
June 25, 1910	Sergt. Gilbert H. Angell to the rank of inspector.
March 3, 1910	Sergt. Francis J. Hird to the rank of lieutenant.
March 3, 1910	Sergt. Michael H. Crowley to the rank of lieutenant.
April 7, 1910	Sergt. Thomas Keane to the rank of lieutenant.
March 3, 1910	Patrolman Amasa E. Augusta to the rank of sergeant.
April 7, 1910	Patrolman John E. Hughes to the rank of sergeant.
April 7, 1910	Patrolman Perley C. Kneeland to the rank of sergeant.
July 7, 1910	Patrolman Thomas F. Gleavey to the rank of sergeant.
Nov. 17, 1910	Patrolman John C. McDonald to the rank of sergeant.

TABLE V.

*Number of Men in Each Rank in Active Service at the End of the Present Year who were appointed on the Force in the Year stated.*

DATE APPOINTED.	Superintendent.	Deputy Superintendents.	Chief Inspector.	Captains.	Inspectors.	Lieutenants.	Sergeants.	Patrolmen.	Reservemen.	Totals.
1868.	-	-	1	-	-	-	-	-	-	1
1869.	-	-	-	1	-	-	-	-	-	1
1870.	-	-	-	-	-	-	1	2	-	3
1871.	-	-	-	-	-	1	-	-	-	1
1872.	-	-	-	1	-	-	-	-	-	1
1873.	-	1	-	2	-	-	1	3	-	7
1874.	-	1	-	1	-	-	-	-	-	3
1875.	-	-	-	-	-	1	-	8	-	9
1876.	1	-	-	-	-	-	-	-	-	1
1877.	-	1	-	-	1	-	-	2	-	4
1878.	-	-	-	4	1	3	1	6	-	15
1879.	-	-	-	1	1	1	3	8	-	14
1880.	-	-	-	-	-	1	1	8	-	10
1881.	-	-	-	2	1	2	3	19	-	27
1882.	-	-	-	4	2	6	1	12	-	25
1883.	-	-	-	1	1	3	3	7	-	15
1884.	-	-	-	1	-	1	1	16	-	19
1885.	-	-	-	1	1	1	3	13	-	19
1886.	-	-	-	1	1	1	3	8	-	14
1887.	-	-	-	-	4	1	1	14	-	20
1888.	-	-	-	-	1	6	1	40	-	48
1889.	-	-	-	-	2	2	3	17	-	24
1890.	-	-	-	-	2	2	6	19	-	29
1891.	-	-	-	2	-	1	2	16	-	21
1892.	-	-	-	-	1	-	3	17	-	21
1893.	-	-	-	-	3	2	13	61	-	79
1894.	-	-	-	-	-	-	10	21	-	31
1895.	-	-	-	1	4	3	15	111	-	134
1896.	-	-	-	-	1	-	2	31	-	34
1897.	-	-	-	-	1	-	-	17	-	18
1898.	-	-	-	-	-	-	-	31	-	31
1900.	-	-	-	-	2	-	4	91	-	97
1901.	-	-	-	-	-	-	1	53	-	54
1902.	-	-	-	-	-	-	1	9	-	10
1903.	-	-	-	-	-	-	2	88	-	90
1904.	-	-	-	-	-	-	1	80	-	81
1905.	-	-	-	-	-	-	-	37	-	37
1906.	-	-	-	-	-	-	-	35	-	35
1907.	-	-	-	-	-	-	-	108	-	108
1908.	-	-	-	-	-	-	-	143	-	143
1909.	-	-	-	-	-	-	-	31	57	88
1910.	-	-	-	-	-	-	-	1	53	54
Totals,	1	3	1	23	30	39	86	1,183	110	1,476

TABLE VI.  
Officers discharged and resigned during the Year ending Nov. 30, 1910.

Rank.	NAME.	Discharged.	Resigned.	Length of Service.
Patrolman,	Michael Bowen,	-	March 28, 1910	9 7/12 years.
Patrolman,	John J. Buckley,	-	June 6, 1910	9 1/12 years.
Reserve man,	Patrick Capstick,	July 5, 1910	-	1 9/12 years.
Patrolman,	Horatio C. Chase,	April 18, 1910	-	8 5/12 years.
Patrolman,	Michael E. Conway,	-	Nov. 19, 1910	2 5/12 years.
Patrolman,	Francis A. Dudley,	-	April 23, 1910	9 1/12 years.
Patrolman,	Patrick Fitzmaurice,	May 16, 1910	-	4 1/12 years.
Reserve man,	Joseph H. Maguire,	-	June 30, 1910	10 days.
Reserve man,	Hugh L. Marshall,	-	Jan. 21, 1910	4 1/2 year.
Patrolman,	George W. McKenzie,	Nov. 11, 1910	-	4 3/12 years.
Patrolman,	Thomas McTigue,	July 5, 1910	-	11 5/12 years.
Patrolman,	Michael J. Reardon,	Jan. 1, 1910	-	6 9/12 years.
Patrolman,	Charles A. Steppe,	April 18, 1910	-	1 9/12 years.
Patrolman,	James F. Sullivan,	-	May 14, 1910	2 5/12 years.
Patrolman,	Thomas H. Vincent,	-	Oct. 27, 1910	8 5/12 years.
Reserve man,	William S. Workman,	-	June 23, 1910	1 5/12 years.



TABLE VII.

*Number of Days' Absence from Duty by Reason of Sickness during the Year ending Nov. 30, 1910.*

	Reserve.		Regular.		Reserve.	Regular.
December, 1909, . . . . .	50	800	.	.	23	635
January, 1910, . . . . .	38	1,215	.	.	34	564
February, 1910, . . . . .	40	1,013	.	.	19	639
March, 1910, . . . . .	23	920	.	.	13	530
April, 1910, . . . . .	46	864	.	.	13	720
May, 1910, . . . . .	34	706	.	.	342	9,426
June, 1910, . . . . .	9	724	.	.		
Totals,			.	.		

Average number of men on the force, . . . . . reserve, 122; regular, 1,348.

Average number of sick daily, including reserve men, . . . . . 27, or 1.83 per cent.

TABLE VIII.  
*Complaints against Officers during the Year ending Nov. 30, 1910.*

No.	Rank.	NATURE OF COMPLAINT.	Disposition of Case.
2	Inspector,	Neglect of duty, . . . . .	Complaint placed on file.
1	Patrolman,	Absence without leave, . . . . .	Guilty; dismissed from police force.
1	Patrolman,	Intoxication, . . . . .	Guilty; dismissed from police force.
3	Patrolman,	Neglect of duty, leaving route without permission.	Guilty; dismissed from police force.
1	Patrolman,	Untruthfulness, . . . . .	Guilty; dismissed from police force.
1	Patrolman,	Neglect of duty and intoxication,	Resigned pending charges.
1	Patrolman,	Conduct unbecoming an officer, . . . . .	Guilty; sentenced to two hundred and ten hours punishment duty.
1	Patrolman,	Conduct unbecoming an officer, . . . . .	Guilty; sentenced to seventy hours punishment duty.
2	Patrolman,	Neglect of duty, . . . . .	Guilty; sentenced to one hundred and forty hours punishment duty.
1	Patrolman,	Neglect of duty, . . . . .	Guilty; sentenced to seventy hours punishment duty.
1	Patrolman,	Neglect of duty, . . . . .	Guilty; sentenced to twenty-five hours punishment duty.
1	Patrolman,	Conduct unbecoming an officer and neglect of duty.	Complaint placed on file.

3	Patrolman, .	Neglect of duty, . . . . .	Complaint placed on file.
4	Patrolman, .	Absence from route, . . . . .	Not guilty.
9	Patrolman, .	Conduct unbecoming an officer, . . . . .	Not guilty.
1	Patrolman, .	Intoxication, . . . . .	Not guilty.
1	Patrolman, .	Neglect of duty, . . . . .	Not guilty.
1	Patrolman, .	Conduct unbecoming an officer, . . . . .	Complaint withdrawn.
1	Reserve man,	Untruthfulness, . . . . .	Guilty; dismissed from police force.
1	Reserve man,	Neglect of duty, . . . . .	Guilty; reprimanded in general order.
1	Reserve man,	Neglect of duty, . . . . .	Guilty; sentenced to two hundred and ten hours punishment duty.
1	Reserve man,	Neglect of duty, . . . . .	Guilty; sentenced to twenty-one hours punishment duty.
1	Reserve man,	Neglect of duty, . . . . .	Not guilty.

Twenty-eight complaints were dismissed without a hearing as trivial or otherwise without merit.

TABLE IX.  
*Number and Distribution of Horses used in the Department.*

DIVISIONS.	Van.	Patrol.	Riding.	Ambulance.	Driving.	Totals.
Headquarters, . . . .	-	-	-	-	2	2
Division 1, . . . .	-	2	-	1	-	3
Division 2, . . . .	-	1	4	-	-	5
Division 3, . . . .	-	2	-	-	-	2
Division 4, . . . .	-	2	-	1	-	3
Division 5, . . . .	-	3	-	-	-	3
Division 6, . . . .	-	1	-	1	-	2
Division 7, . . . .	-	1	-	1	-	2
Division 9, . . . .	-	2	-	-	-	2
Division 10, . . . .	-	2	-	1	-	3
Division 11, . . . .	-	2	6	-	1	9
Division 12, . . . .	-	1	-	-	-	1
Division 13, . . . .	-	2	3	-	1	6
Division 14, . . . .	-	1	2	1	1	5
Division 15, . . . .	-	2	-	-	-	2
Division 16, . . . .	-	1	14	-	-	15
Signal service, repair department, 40 Joy Street.	3	2	1	-	3	9
House of detention, . . . .	2	-	-	-	-	2
Prison van, . . . .	4	-	-	-	-	4
Totals, . . . .	9	27	30	6	8	80

TABLE X.

*Number of Arrests by Police Divisions during the Year ending Nov. 30, 1910.*

DIVISIONS.	Males.	Females.	Totals.
Headquarters, . . . . .	796	267	1,063
Division 1, . . . . .	13,464	938	14,402
Division 2, . . . . .	4,034	211	4,245
Division 3, . . . . .	6,499	1,067	7,566
Division 4, . . . . .	6,959	1,038	7,997
Division 5, . . . . .	6,392	1,078	7,470
Division 6, . . . . .	4,381	359	4,740
Division 7, . . . . .	2,261	189	2,450
Division 8, . . . . .	33	—	33
Division 9, . . . . .	2,484	309	2,793
Division 10, . . . . .	3,367	463	3,830
Division 11, . . . . .	2,136	77	2,213
Division 12, . . . . .	1,051	79	1,130
Division 13, . . . . .	1,658	99	1,757
Division 14, . . . . .	1,046	39	1,085
Division 15, . . . . .	5,675	370	6,045
Division 16, . . . . .	2,267	115	2,382
Totals, . . . . .	64,503	6,698	71,201

TABLE XI.  
Arrests and Offences for Year ending Nov. 30, 1910.  
NO. 1. OFFENCES AGAINST THE PERSON.

NATURE OF OFFENCE.	Sex.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Alfrow, engaging in, . . . . .	37	2	39	4	33	2	22	0	3	30	-
Assault, . . . . .	34	-	34	22	8	4	24	4	0	31	-
Assault and battery . . . . .	2,387	286	2,673	1,065	692	616	1,450	374	404	2,673	-
Assault, indecent, . . . . .	23	1	24	15	9	-	14	4	1	24	-
Assault on police, . . . . .	38	6	44	31	11	2	11	6	13	44	-
Blackmailing, . . . . .	1	-	1	-	1	-	1	-	-	1	-
Child, abandonment of, . . . . .	2	2	4	4	-	-	2	2	1	4	-
Child, refusing to support, . . . . .	6	2	7	0	-	1	4	3	-	7	-
Criminal libel, . . . . .	4	-	4	4	-	-	2	-	-	4	-
Intimidation and threatening language, using, . . . . .	71	5	76	72	1	3	48	6	3	76	-
Kidnapping, . . . . .	1	1	2	2	-	-	1	1	-	2	-
Manslaughter, . . . . .	30	-	30	17	13	-	19	4	3	30	-
Mayhem, . . . . .	2	1	3	3	-	-	2	-	-	3	-
Mayhem, assault with intent to maim, . . . . .	2	-	2	2	-	-	1	1	-	2	-

Murder, . . . . .	12	3	15	5	10	-	7	3	2	15
Murder, assault with intent to, . . . . .	57	3	60	20	40	-	40	7	2	00
Rape, . . . . .	25	-	25	18	7	-	10	1	4	25
Rape, assault to, . . . . .	25	-	25	11	14	-	14	5	4	25
Rob, assault to, . . . . .	30	-	30	18	18	-	12	5	10	30
Robbery, . . . . .	211	2	213	03	120	-	51	42	78	213
Sodomy, and other unnatural practices, . . . . .	4	-	4	4	-	-	2	-	1	4
Female child, abuse of, . . . . .	5	-	5	3	2	-	2	1	-	5
Totals, . . . . .	3,012	314	3,326	1,419	1,270	028	1,745	475	530	3,320

No. 2. OFFENCES AGAINST PROPERTY, COMMITTED WITH VIOLENCE.

Breaking and entering dwelling at night, . . . . .	40	2	42	24	18	-	7	14	8	42
Breaking and entering dwelling by day, . . . . .	78	1	79	34	41	4	20	0	31	70
Breaking and entering dwelling by day, attempted, . . . . .	2	-	2	1	1	-	-	1	-	2
Breaking and entering a building, . . . . .	324	1	325	127	185	13	02	00	170	325
Breaking and entering a building, attempted, . . . . .	10	-	10	10	0	-	1	7	5	10
Breaking and entering vessels, . . . . .	0	-	0	3	3	-	1	4	-	0
Breaking and entering railroad car, . . . . .	9	-	9	7	2	-	2	2	4	0
Totals, . . . . .	475	4	479	206	256	17	93	97	218	479

TABLE XI. — Continued.  
 No. 3. OFFENCES AGAINST PROPERTY, COMMITTED WITHOUT VIOLENCE.

NATURE OF OFFENCE.	Sex.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minutes.	Held for Trial.	Discharged.
	Males.	Females.									
Animals, vehicles and boats, using without consent of owner.	30	-	30	19	20	3	5	10	11	30	-
Thieves' tools, having in possession.	3	-	3	2	1	-	1	1	2	3	-
Conspiring to defraud.	31	1	32	20	0	-	18	11	3	32	-
Horse, fraudulently hiring.	1	-	1	-	-	1	1	-	-	1	-
Lanholders, boarding-house keepers, etc., defrauding.	0	1	1	7	-	-	3	4	1	7	-
Lamps, extinguishing, breaking, etc.,	2	-	2	1	-	1	-	-	1	2	-
Larceny.	2,031	487	2,518	1,033	1,372	113	901	723	503	2,518	-
Larceny from person.	202	28	230	53	177	-	08	47	52	230	-
Larceny from person, attempt to commit.	105	2	107	25	82	-	37	21	21	107	-
Larceny, attempt to commit.	23	-	23	0	17	-	5	11	2	23	-
Larceny, necessary to.	2	-	2	2	-	-	1	1	-	2	-
Larceny in a building or vessel.	14	1	15	0	9	-	5	2	7	15	-
Larceny from an express.	43	-	43	5	38	-	7	17	5	43	-



Larceny, from realty, . . . . .	0	-	0	5	1	-	3	-	3	-	6
Leased property, concealing, conveying, selling, etc.	8	3	11	11	-	-	7	2	1	11	-
Money order, unlawfully converting, . . . . .	1	-	1	1	-	-	-	-	-	1	-
Mortgaged property, concealing, conveying, selling, etc.	5	2	7	7	-	-	0	-	-	7	-
Stolen goods, buying, receiving, etc., . . . . .	70	11	87	63	10	5	50	0	11	87	-
Trespass, . . . . .	447	0	453	22	371	60	107	257	150	453	-
<b>Totals, . . . . .</b>	<b>3,042</b>	<b>542</b>	<b>3,584</b>	<b>1,288</b>	<b>2,113</b>	<b>183</b>	<b>1,285</b>	<b>1,113</b>	<b>773</b>	<b>3,584</b>	<b>-</b>

No. 4. MALICIOUS OFFENCES AGAINST PROPERTY.

Arson and other burnings, . . . . .	5	1	0	3	3	-	4	-	1	6	-
Arson and other burnings, attempt to commit.	1	-	1	-	1	-	-	-	-	1	-
Malicious mischief, . . . . .	102	15	117	58	19	40	40	16	39	117	-
Property, malicious injury to, . . . . .	3	-	3	3	-	-	3	-	-	3	-
Willful damage and trespass, . . . . .	8	2	10	8	-	2	4	-	3	10	-
<b>Totals, . . . . .</b>	<b>119</b>	<b>18</b>	<b>137</b>	<b>72</b>	<b>23</b>	<b>42</b>	<b>51</b>	<b>10</b>	<b>43</b>	<b>137</b>	<b>-</b>

No. 5. FORGERY AND OFFENCES AGAINST THE CURRENCY.

Forgery and uttering, . . . . .	65	4	69	45	24	-	18	21	11	69	-
<b>Totals, . . . . .</b>	<b>65</b>	<b>4</b>	<b>69</b>	<b>45</b>	<b>24</b>	<b>-</b>	<b>18</b>	<b>21</b>	<b>11</b>	<b>69</b>	<b>-</b>

TABLE XI. — Continued.  
 No. 0. OFFENCES AGAINST THE LICENSE LAWS.

NATURE OF OFFENCE.	SEX.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Attorney, practicing unlawfully, . . .	1	—	1	1	—	—	1	—	—	1	—
Carrriage regulations, violation of, . . .	14	—	14	1	—	13	0	3	—	14	—
Common victualer and innholder, as- suming to be, . . .	—	1	1	—	—	1	—	—	—	1	—
Dog law, violation of, . . .	38	11	49	3	—	46	27	—	1	40	—
Insurance law, violation of, . . .	1	—	1	1	—	—	—	1	—	1	—
Intelligence office, keeping unlawfully, . . .	—	1	1	—	—	1	—	—	—	1	—
Junck, dealing in unlawfully, . . .	8	—	8	1	2	5	0	4	—	8	—
Liquor law, violation of, . . .	100	54	154	80	07	7	100	0	5	151	—
Medicine, practicing unlawfully, . . .	—	1	1	—	—	1	—	—	—	1	—
Merchandise, sale or storage of, in public place, . . .	204	3	207	0	141	57	181	8	15	207	—
Peddling without a license, . . .	34	1	35	3	27	5	24	2	7	35	—
Physician, practicing unlawfully, . . .	4	1	5	5	—	—	2	—	—	5	—
Pool and billiard room, unlawfully ad- mitting minor to, . . .	2	—	2	1	—	1	—	—	—	2	—



TABLE XI. — *Continued.*  
 No. 7. OFFENCES AGAINST CHASTITY, MORALITY, ETC. — *Continued.*

NATURE OF OFFENCE.	Sex.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Male.	Female.									
Children, cruelty to, . . . . .	—	1	1	1	—	—	1	—	—	1	—
Deriving a living from a prostitute, . . . . .	1	—	1	1	—	—	—	—	—	1	—
Fornication, . . . . .	196	212	408	5	403	—	161	92	49	408	—
Ill fame, keeping house of, . . . . .	25	32	57	65	2	—	27	2	2	57	—
Incest, . . . . .	5	—	5	5	—	—	3	—	—	5	—
Indecent exposure of the person, . . . . .	43	1	44	7	36	1	22	19	3	44	—
Lowd and lascivious cohabitation, . . . . .	40	45	85	55	30	—	32	6	5	85	—
Lowd and lascivious conduct, . . . . .	1	—	1	1	—	—	—	—	—	1	—
Night walking, . . . . .	1	301	302	18	344	—	118	33	21	302	—
Obscene books and prints, . . . . .	20	—	20	16	4	—	11	8	2	20	—
Open and gross lewdness, . . . . .	1	3	4	4	—	—	1	—	3	4	—
Polygamy, . . . . .	7	1	8	8	—	—	3	3	—	8	—
Prostitution, enticing to, . . . . .	9	1	10	8	2	—	5	1	—	10	—
Public conveyance, being disorderly in, . . . . .	33	—	33	20	5	8	7	12	14	33	—
Public decency, acts against, . . . . .	2	—	2	2	—	—	—	2	—	2	—

Schools, disturbing, . . . . .	3	-	3	1	-	2	-	3	3	-
Unnatural and lascivious acts, . . . . .	11	-	11	5	0	-	3	4	1	11
Totals, . . . . .	617	991	1,308	378	878	52	500	222	130	1,308

No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING.

Adulterating foods, drugs, butter, etc., . . . . .	23	1	24	1	-	23	13	5	-	24
Air gun, selling to minor, . . . . .	1	-	1	-	-	1	-	-	-	1
Automobile law, violation of, . . . . .	2,050	4	2,053	111	18	1,934	297	1,081	105	2,003
Ball bond, . . . . .	4	2	6	5	1	-	2	-	2	0
Blank cartridges, selling unlawfully, . . . . .	1	-	1	-	-	1	1	-	-	1
Bonfires, making, . . . . .	3	1	4	2	-	2	3	1	1	4
Bucket shop, keeping, . . . . .	-	1	1	1	-	-	-	1	-	1
Building law, violation of, . . . . .	3	-	3	3	-	-	2	-	-	3
Business, doing under name other than own, . . . . .	3	-	3	1	-	2	3	1	-	3
Capias, . . . . .	54	14	68	00	2	-	31	8	10	08
Children, delinquent, . . . . .	2,158	88	2,246	117	627	1,502	310	72	2,246	2,241
Children, neglected, . . . . .	95	113	208	198	2	8	0	1	208	207

TABLE XI. — *Continued.*  
 No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING — *Continued.*

NATURE OF OFFENCE.	Sex.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Children, truant, . . . . .	5	-	5	5	-	-	2	-	5	5	-
Children, wayward, . . . . .	18	0	27	8	4	15	7	1	27	27	-
Cigarette law, violation of, . . . . .	1	-	1	-	-	1	1	-	-	1	-
City ordinance, violation of, . . . . .	554	22	576	67	192	317	181	30	282	576	-
Coal, selling unlawfully, . . . . .	2	-	2	1	1	-	1	-	-	2	-
Cocaine law, violation of, . . . . .	20	5	25	19	4	2	3	10	2	25	-
Color, discrimination on account of, . . . . .	3	-	3	2	-	1	3	-	-	3	-
Common nuisance, keeping, etc., . . . . .	5	4	9	8	-	1	5	1	-	9	-
Common beggars, . . . . .	-	1	1	-	-	1	1	-	-	1	-
Common brawlers, . . . . .	-	4	4	3	-	1	2	-	-	4	-
Concealed weapons, carrying, . . . . .	218	-	218	77	140	1	180	81	15	218	-
Contempt of court, . . . . .	2	-	2	2	-	-	1	-	1	2	-
Corrupting juror, necessary before fact, . . . . .	2	-	2	2	-	-	-	-	-	2	-
Corrupting juror, necessary after fact, . . . . .	1	-	1	1	-	-	-	-	-	1	-

Default warrant, . . . . .	154	30	184	183	1	-	70	30	35	184	-
Dentistry law, violation of, . . . . .	4	-	4	3	-	1	2	-	-	4	-
Deporters, . . . . .	53	-	53	3	50	-	4	31	13	4	40
Disorderly, . . . . .	44	25	69	-	69	-	18	8	37	-	69
District Police regulations, violation of, . . . . .	1	-	1	-	-	1	1	-	-	1	-
Disturbing the peace, . . . . .	74	24	98	21	32	45	35	0	39	98	-
Drunkard, common, . . . . .	24	12	30	35	-	1	14	1	-	30	-
Drunkenness, . . . . .	43,480	4,243	47,732	53	47,070	3	23,811	22,846	805	47,732	-
Election law, violation of, . . . . .	5	-	5	2	1	2	-	-	-	5	-
Electricity, diverting unlawfully, . . . . .	1	-	1	1	-	-	-	-	-	1	-
Expectoration law, violation of, . . . . .	455	2	457	15	379	63	234	158	41	457	-
Family, failing to support, . . . . .	524	2	526	487	2	37	265	50	1	526	-
Fire alarm, giving false or tampering with, . . . . .	2	-	2	2	-	-	-	-	2	2	-
Fireworks, discharging unlawfully, . . . . .	14	1	15	1	8	0	8	2	7	15	-
Fire escape, obstructing, . . . . .	1	2	3	2	-	1	3	-	-	3	-
Fish and game law, violation of, . . . . .	1	-	1	1	-	-	-	-	-	1	-
Fugitive from justice, . . . . .	30	3	42	22	20	-	17	13	7	40	2
Funeral procession, disturbing, . . . . .	8	-	8	-	1	7	4	0	-	8	-
Gaming, and being present at, . . . . .	100	1	101	51	101	9	31	7	64	101	-

TABLE XI. — Continued.  
 No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING — Continued.

NATURE OF OFFENCE.	Sex.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Male.	Female.									
Gaming house, keeping, . . . . .	4	—	4	4	—	—	4	—	—	4	—
Gaming implements, being present where found, . . . . .	404	1	405	91	374	—	428	54	23	405	—
Gaming on Lord's Day, and being present at, . . . . .	759	7	766	68	622	70	425	50	207	706	—
Gas meter, disconnecting unlawfully, . . . . .	1	—	1	1	—	—	1	—	—	1	—
Health law, violation of, . . . . .	54	7	61	6	8	47	42	4	5	61	—
Harbor regulations, violation of, . . . . .	1	—	1	—	—	1	1	—	—	1	—
Highway Commission rules and regulations, violation of, . . . . .	1	—	1	—	—	1	—	1	—	1	—
Indecent exposure, . . . . .	100	40	218	178	38	2	32	15	68	218	—
Inebriety, . . . . .	4	1	5	5	—	—	1	—	—	5	—
Immigration law, violation of, . . . . .	3	—	3	3	—	—	3	2	—	3	—
Inspection and sale law, violation of, . . . . .	1	—	1	—	—	1	1	—	—	1	—
Jewelry peddling, . . . . .	4	—	4	1	3	—	2	1	—	4	—
Labels, counterfeit, using, . . . . .	1	—	1	1	—	—	1	—	—	1	—
Labor law, violation of, . . . . .	3	—	3	3	—	—	1	2	—	3	—





TABLE XI. — Continued.  
 No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING — Concluded.

NATURE OF OFFENCE.	Sex.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Paragons.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Probation, violation of conditions, . . . . .	150	27	177	103	14	-	00	12	44	177	-
Public meetings, disturbing, . . . . .	21	-	21	-	20	1	5	4	11	21	-
Public park regulations, violation of, . . . . .	381	32	413	4	75	134	137	42	41	213	-
Private detective, assuming to be, . . . . .	1	-	1	1	-	-	1	-	-	1	-
Profane and obscene language, using, . . . . .	163	30	193	52	115	26	67	26	38	193	-
Railroad car, obstructing, . . . . .	1	-	1	-	-	1	-	-	-	1	-
Railroad law, violation of, . . . . .	310	-	316	6	301	9	85	227	127	316	-
Runaways, . . . . .	175	75	250	-	250	-	34	125	249	20	230
Refusing to pay car fare, etc., . . . . .	29	1	30	13	12	5	9	16	5	30	-
Revenue law, violation of, . . . . .	3	-	3	3	-	-	1	-	-	3	-
Sunday law, violation of, . . . . .	341	40	381	14	36	331	274	27	84	381	-
Stubborn children, . . . . .	42	37	79	63	1	15	0	-	70	70	-
Sumptuous persons, . . . . .	1,055	01	2,010	-	2,010	-	051	000	702	1	2,045
Street traffic, violation of, . . . . .	1,022	3	1,025	41	0	078	441	340	79	1,025	-



TABLE XI. — *Continued.*  
RECAPITULATION.

NATURE OF OFFENCE.	SEX.		Total.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
No. 1. Offences against the person.	3,012	314	3,326	1,410	1,270	028	1,745	475	536	3,326	-
No. 2. Offences against property, committed with violence.	475	4	479	200	250	17	161	07	218	470	-
No. 3. Offences against property, committed without violence.	3,012	512	3,524	1,288	2,113	183	1,283	1,113	773	3,524	-
No. 4. Malicious offences against property.	110	18	128	72	23	42	51	10	43	137	-
No. 5. Forgery and offences against the currency.	05	4	09	45	24	-	18	21	11	09	-
No. 6. Offences against the license laws.	450	73	523	113	248	171	403	31	30	532	-
No. 7. Offences against chastity, etc.	617	091	708	378	878	52	500	222	136	1,308	-
No. 8. Offences not included in the foregoing.	50,714	5,052	55,766	2,430	53,640	5,686	28,555	26,258	5,906	50,363	2,403
Totals.	64,503	6,008	70,511	5,061	68,461	6,770	32,650	28,233	7,053	68,798	2,403

TABLE XII.  
Age and Sex of Persons arrested.

[NOTE. — "M," male, includes boys; "F," female, includes girls.]

OFFENCE.	Under 10		10 AND UNDER 15		15 AND UNDER 20		20 AND UNDER 25		25 AND UNDER 30		30 AND UNDER 35		35 AND UNDER 40		40 AND UNDER 45		45 AND UNDER 50		50 AND UNDER 55		55 AND UNDER 60		Over 60	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
No. 1.	1	-	17	2	403	19	749	31	574	54	407	09	323	50	210	30	145	19	77	15	54	5	43	5
No. 2.	-	-	15	-	170	1	131	1	52	-	41	-	34	1	13	1	10	-	3	-	2	-	4	-
No. 3.	1	-	43	2	544	48	705	111	497	102	377	75	328	90	215	40	157	34	98	22	37	8	40	10
No. 4.	-	-	4	-	35	-	27	3	13	3	12	3	7	3	8	5	7	1	1	-	2	-	3	-
No. 5.	-	-	-	-	7	-	20	3	9	-	9	-	9	1	4	-	4	-	1	-	1	-	1	-
No. 6.	-	-	-	-	21	1	62	7	75	7	74	5	60	10	62	15	45	13	30	8	10	4	11	3
No. 7.	-	-	1	-	32	49	146	245	133	173	87	87	07	07	48	33	35	25	20	7	11	2	11	3
No. 8.	255	53	1,643	98	2,900	234	6,379	415	7,806	078	7,533	713	8,540	948	0,031	007	5,700	534	3,529	324	2,301	143	2,635	214
Totals.	237	83	1,723	102	4,198	352	8,419	810	9,049	1,018	8,590	952	9,383	1,179	7,500	797	9,103	920	4,000	370	2,508	102	2,748	253

TABLE XIII.  
Comparative Statement of Police Criminal Work, 1906 to 1910, inclusive.

Year.	Estimated Population.	Number of Persons Arrested.	Percentage of Arrests.	Amount of Property Stolen in the City.	Amount of Property recovered, stolen in and out of the City.	Amount of Fines imposed by Court.	Years of Imprisonment imposed by Court.	Number of Days Attendance at Court.	Amount of Writings Fees earned.
1906,	602,000	49,000	8.20	\$133,814 30	\$208,324 08	\$100,140 20	2,612½	35,254	\$10,100 47
1907,	610,000	57,078	9.36	135,614 69	197,020 44	110,129 60	2,807½	36,778	11,149 99
1908,	618,000	68,146	11.03	150,256 71	217,589 67	159,082 61	3,904½	42,507	13,251 65
1909,	626,000	71,512	11.42	167,065 06	242,540 80	161,300 81	4,130½	49,074	14,217 39
1910,	670,585	71,201	10.61	176,519 27	354,466 73	138,140 61	3,841½	44,922	11,927 60
Averages,	625,317	63,508	10.14	\$152,654 20	\$244,110 15	\$133,959 79	3,465½	41,845	\$12,129 42

TABLE XIV.

Showing the Number of Licenses of All Kinds issued by the Police Commissioner, and the Amount of Money received from All Sources and paid to the City Collector, during the Year ending Nov. 30, 1910.

Class of License.	Applica- tions granted.	Places licensed.	Rejected.	Trans- ferred.	Cancelled.	Revoked.	Complaints in- vestigated.	Amount.
Auctioneer, <sup>1</sup>	190	188	3	1	-	-	2	\$374 00
Dog.	11,362	-	3	-	-	-	61	20,155 50
Driver, hack or cab.	1,697	1,650	3	-	-	8	83	1,783 50
Hackney carriage, <sup>2</sup>	1,714	1,714	-	-	70	2	7	1,710 00
Hand cart.	78	78	-	82	8	2	1	78 00
Junk collector.	697	676	17	-	12	4	11	1,294 00
Junk-shop keeper.	184	101	8	11	18	4	10	920 00
Musicalian, collective.	222	-	4	-	-	-	-	(No fee)
Musicalian, itinerant.	183	-	21	-	1	-	2	183 00
Parabroker, <sup>3</sup>	80	71	3	5	7	2	7	3,850 00
Private detective, <sup>4</sup>	13	13	5	-	-	-	4	110 00
Public lodging house.	19	18	4	-	1	-	9	(No fee)
Second-hand articles.	333	831	9	35	10	1	14	1,900 00
Small house.	72	72	6	3	-	-	36	3,600 00
Street railway conductor and motorman.	3,110	-	10	49	2,037	-	7	777 50
Wagon.	5,459	5,459	10	-	58	-	-	5,469 00
Badges for itinerant musicalians.	-	-	-	-	-	-	-	64 90
Maps for hack or cab drivers.	-	-	-	-	-	-	-	137 50
Badges for junk collectors.	-	-	-	-	-	-	-	114 00
Sale of condemned property of police department.	-	-	-	-	-	-	-	172 41
Sale of foot, stolen and abandoned property.	-	-	-	-	-	-	-	528 37
Sale of old listing cards and police lists.	-	-	-	-	-	-	-	8 93
Received from Metropolitan Park Commission amount due for prisoners for 1908-09.	-	-	-	-	-	-	-	1 00
Received from Metropolitan Park Commission for carting prisoners.	-	-	-	-	-	-	-	108 75
Received from New England Telephone and Telegraph Company, commission on automatic pay station, Haymarket No. 21305.	-	-	-	-	-	-	-	13 88
<b>Totals.</b>	<b>25,333</b>	<b>10,360</b>	<b>93</b>	<b>186</b>	<b>2,837</b>	<b>25</b>	<b>255</b>	<b>\$51,444 64</b>

<sup>1</sup> Three veterans.  
<sup>2</sup> Four paid for after December 1.

<sup>3</sup> Six at \$25.  
<sup>4</sup> Two paid for after December 1.

TABLE XV.

*Number of Dog Licenses issued during the Year ending Nov. 30, 1910.*

DIVISIONS.	Males.	Females.	Spayed.	Breeders.	Totals.
1, . . . . .	96	31	-	2	129
2, . . . . .	9	6	-	-	15
3, . . . . .	272	85	11	4	372
4, . . . . .	118	46	2	1	167
5, . . . . .	457	176	19	2	654
6, . . . . .	338	102	4	-	444
7, . . . . .	675	103	4	-	782
9, . . . . .	854	163	40	3	1,060
10, . . . . .	698	149	19	1	867
11, . . . . .	1,913	385	107	4	2,409
12, . . . . .	625	131	28	-	784
13, . . . . .	1,245	198	80	2	1,525
14, . . . . .	595	128	39	1	763
15, . . . . .	457	126	11	-	594
16, . . . . .	612	153	32	-	797
Totals, . . . . .	8,964	1,982	396	20	11,362

TABLE XVI.

*Total Number of Wagon Licenses issued in the City by Police Divisions.*

Division 1, . . . . .	1,154	Division 10, . . . . .	122
Division 2, . . . . .	1,878	Division 11, . . . . .	98
Division 3, . . . . .	216	Division 12, . . . . .	100
Division 4, . . . . .	572	Division 13, . . . . .	55
Division 5, . . . . .	410	Division 14, . . . . .	56
Division 6, . . . . .	287	Division 15, . . . . .	169
Division 7, . . . . .	132	Division 16, . . . . .	94
Division 8, . . . . .	-		
Division 9, . . . . .	145	Total, . . . . .	5,488



TABLE XVII.

*Financial Statement for the Year ending Nov. 30, 1910.*

EXPENDITURES.	
Pay of police and employees, . . . . .	\$1,782,251 53
Pensions, . . . . .	131,515 00
Fuel and light, . . . . .	18,271 84
Water and ice, . . . . .	301 61
Furniture and bedding, . . . . .	3,737 20
Printing and stationery, . . . . .	14,617 72
Care and cleaning station houses and city prison, . . . . .	7,219 35
Repairs to station houses and city prison, . . . . .	15,659 49
Repairs and supplies for police steamers, . . . . .	11,268 54
Rent and care of telephones and lines, . . . . .	5,734 91
Purchase of horses and vehicles, . . . . .	2,395 08
Care and keeping horses, harnesses and vehicles, . . . . .	18,109 81
Carting prisoners to and from stations and city prison, . . . . .	1,140 50
Feeding prisoners, . . . . .	3,060 98
Medical attendance on prisoners, . . . . .	7,419 04
Transportation, . . . . .	1,988 29
Pursuit of criminals, . . . . .	2,748 22
Cloth for uniforms and uniform helmets, . . . . .	16,893 90
Badges, buttons, clubs, belts, insignia, etc., . . . . .	2,910 51
Traveling expenses and food for police, . . . . .	158 65
Rent of buildings, . . . . .	6,999 60
<b>Total, . . . . .</b>	<b>\$2,054,401 77</b>
Expenses of listing, . . . . .	\$24,302 72
Expenses of house of detention and station house matrons, . . . . .	10,123 46
Expenses of signal service (see Table XVIII), . . . . .	62,993 38
<b>Total, . . . . .</b>	<b>\$2,151,821 33</b>
RECEIPTS.	
For all licenses issued by the Police Commissioner, . . . . .	\$21,129 00
For sale of unclaimed and condemned property, itinerant musicians' badges, junk collectors' badges, carriage maps, etc., . . . . .	1,160 64
For dog licenses (credited to school department), . . . . .	29,155 00
<b>Total, . . . . .</b>	<b>\$51,444 64</b>
For uniform cloth, etc., . . . . .	17,659 66
<b>Total, . . . . .</b>	<b>\$69,104 30</b>

TABLE XVIII.

*Payments on Account of the Signal Service during the Year ending Nov.  
30, 1910.*

Labor, . . . . .	\$28,067 67
Hay, grain, shoeing, etc., . . . . .	7,261 20
Rent and care of buildings, . . . . .	5,012 30
Purchase of horses, harnesses and vehicles, . . . . .	1,302 00
Stable supplies and furniture, . . . . .	36 50
Repairs on buildings, . . . . .	2,397 21
Repairing wagons, harnesses, etc., . . . . .	1,526 27
Fuel, gas and water, . . . . .	1,180 54
Miscellaneous, car fares, etc., . . . . .	113 69
Signaling apparatus, repairs and supplies therefor, . . . . .	6,057 89
Underground wires, . . . . .	9,960 82
Printing, stationery, etc., . . . . .	77 29
Total, . . . . .	\$62,993 38















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