

The Commonwealth of Massachusetts

REPORT

OF THE

SPECIAL COMMISSION ON TAXATION AND
PUBLIC EXPENDITURES

PART XIV

THE POLICE DEPARTMENT OF THE METRO-
POLITAN DISTRICT COMMISSION

APRIL, 1938

The Commonwealth of Massachusetts

MEMBERSHIP OF THE SPECIAL COMMISSION ON TAXATION AND PUBLIC EXPENDI- TURES.

Appointed —

By the President of the Senate.

JOSEPH R. COTTON of Lexington, *Chairman.*

By the Speaker of the House.

PATRICK J. WELSH of Boston, *Vice Chairman.*

CHRISTIAN A. HERTER of Boston.

ARTHUR I. BURGESS of Quincy.

By His Excellency the Governor.

WILLIAM H. HENCHEY of Woburn.

THOMAS H. BUCKLEY of Abington.

NORMAN MACDONALD of Newton.

ROSA G. MCKAY, *Secretary.*

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The Commonwealth of Massachusetts

To the Honorable Senate and House of Representatives.

The Special Commission on Taxation and Public Expenditures, created by chapter 3 of the Resolves of 1937, respectfully submits Part XIV of its report.

The organization of the Commission and the resolve creating it are set forth in detail in Part I (House, No. 1583), filed with the Clerk of the House of Representatives, January 17, 1938.

This part of the report is concerned with a study of the police function carried on by the Metropolitan District Commission. The recommendations set forth herein are based on the findings resulting from the study of the organization and operation of the Commission's police department. They embrace the administration, structural organization, personnel procedures and the major enforcement and operation phases of metropolitan police work.

Appendices covering the necessary legislation to put the recommendations into effect are also included.

Respectfully submitted,

JOSEPH R. COTTON,
Chairman.

PATRICK J. WELSH,
Vice Chairman.

CHRISTIAN A. HERTER.
ARTHUR I. BURGESS.
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The Commonwealth of Massachusetts

REPORT OF THE SPECIAL COMMISSION ON TAXATION AND PUBLIC EXPENDITURES.

INTRODUCTION.

One of the more important phases of the work carried on by the Metropolitan District Commission in the Boston metropolitan area is that involving the exercise of its police function. To the Commission's police department is assigned the responsibility for patrolling approximately 13,000 acres of park reservations within which are 384 miles of roadway; 113 miles of the metropolitan system of parkways; the Charles River from Boston Harbor to Wellesley; and the beaches throughout the metropolitan area. Beyond its normal law-enforcement activities, the department renders many and diverse services to the public using the recreational facilities of the parks district under the Commission's supervision.

The treatment of the Metropolitan Police Department made in this report covers its organization; the selection, promotion, training, discipline and welfare of its personnel; and its major enforcement and administrative methods. The various phases of police work have been observed in both office and patrol operation. On the basis of this, such recommendations and suggestions have been made as may more effectively expedite metropolitan police business.

The task of installing some of these changes must necessarily depend on related adjustments in organization, with due consideration to sequence and time. Most of the changes concerning personnel procedure must be initiated by the Civil Service Board; and any necessary legislation with respect to these has been withheld in anticipation of

the civil service report soon to be released by the Commission. Other recommendations and suggestions can be installed by the superintendent as rapidly as the department is prepared to assimilate them, and, so far as possible, attention has been directed to the standard practices which may be utilized.

It has been possible to co-ordinate a number of the issues and problems raised in this survey with recommendations covered in the report of the Metropolitan District Commission made for the Commission on Taxation and Public Expenditures. It has been necessary therein to consider metropolitan police administration in the general organization scheme. Certain recommendations found in the text of this police report, therefore, necessarily have been related to recommendations made in the above-mentioned survey.

This report has been prepared for the Commission by Edward W. Harding of Public Administration Service, with the assistance of Bruce Smith of the Institute of Public Administration as consultant.

CHAPTER I.

THE POLICE FUNCTION OF THE METROPOLITAN DISTRICT COMMISSION.

The Metropolitan District Commission¹ is responsible for policing the park, sewerage and water lands, waterways, beaches and the metropolitan system of parkways in the metropolitan area which are within its jurisdiction. To carry out this function a police department was established within the Commission at the time of its organization in 1919 by the consolidation of the Metropolitan Park Commission and the Sewerage and Water Boards. For twenty-five years prior to this the metropolitan police function was conducted by the Park Commission and applied to the park reservations and highways over which it exercised authority.

HISTORY OF THE METROPOLITAN POLICE.

The metropolitan police owes its inception to a report of a temporary metropolitan park commission which, in 1892, investigated the advisability of a state park and recreational system for the metropolitan area of which Boston is the hub. The law establishing the permanent metropolitan park commission in 1893 contained authority for providing specialized police protection within the parks district. It was then concluded that this was a peculiar type of policing problem, differing in many respects from that of local and state police authorities operating in the area; and requiring a personnel especially trained in a manner consistent with the needs of the park system. The first officers were appointed in 1894 and were not uniformed.

Early difficulties concerning the jurisdiction of the metropolitan police were adjusted in 1897 when legislative enactment gave them all the powers of police officers and

¹ Commonly referred to as the "M. D. C.," hereinafter used.

constables, except the service of civil process in all the cities and towns within the parks district. In this year, also, the force was placed under civil service. Officers initially were required to live on the park reservations in houses provided by the Commission. This rule still applies to the division captains, who have always held the joint designation of police captain and park superintendent.

Early in 1900 when local police departments appeared unable adequately to police additional park area in the Upper Charles River, the first river patrol was inaugurated. As the citizens of the area began to frequent the parks in constantly increasing numbers, it became necessary to establish new regulations, and the police function grew constantly more important. In 1900 the development of the Commission-owned Nantasket Beach, with its large state-owned hotel, was accompanied by the establishment of an additional police unit.

In 1901 the first police signal system was put into operation in the Revere Beach and Blue Hills Reservations. The year 1905 saw the use of horses for patrol well established and the use of the United States Infantry drill system initiated along with an excellent training program. In this year the automobile became a problem on the metropolitan parkways which heretofore had been used exclusively by bicycles and horse-drawn vehicles, and it resulted in the first use of motorcycles for patrolling by police within the Commonwealth. In 1906 the need for investigational work caused the establishment of the first detective detail. The force continued to render assistance to cities and towns in the area, beginning in 1899, when it assisted the police of Malden during the celebration of that city's fiftieth anniversary. The first death of an officer in line of duty occurred in 1909, when an attempt was made to rescue a man who had fallen through the ice in Ponkapoag Pond, and this resulted in legislation giving annuity benefits to dependents of park police.

With the establishment of the Metropolitan District Commission in 1919, the park police as an organization was retained, but its jurisdiction extended to every city and

town wherein the Commission owned or controlled sewer or water property. In 1920 the force requested and received one day off in eight in place of one in thirty and the elimination of reserve duty. With the apparent need of caring for female juvenile delinquents the Commission was authorized by legislative act in 1920 to appoint women police officers.

The placing of additional lands under the jurisdiction of the Commission, and the increasing use of the recreational facilities available therein, has resulted in the growth in the importance of the metropolitan police as an integral part of the Commission's activities.

SCOPE OF THE POLICE FUNCTION.

On the basis of its policing responsibility over the metropolitan park system, water and sewerage lands and waterways, the metropolitan police is empowered to exercise authority over a large part of the Commonwealth's territory. This may be altered from time to time as the Commission sees fit. The current area patrolled, all of which is encompassed within a circular area of approximately ten miles in radius, is shown on the map of the metropolitan police area, which is used to illustrate the divisional adjustments in Chapter II. In this connection it is found that a portion of the Metropolitan District's lands recently acquired lies in the town of Randolph. This municipality is outside the confines of the parks district and has no property of the metropolitan water or sewer system, the presence of which would automatically give the metropolitan police the necessary legal jurisdiction. Consequently their policing activity in the metropolitan park lands within Randolph is carried on without the sanction of law. This situation could obviously lead to complications, and it is recommended that the proper legal authority be established by law. The proposed legislation set forth in Appendix C would make this possible.

The metropolitan police problem within this area is an individual one peculiar to the type of metropolitan authority now established. This problem is one of traffic control

on the metropolitan system of parkways, the preservation of peace, and the enforcement of the rules and regulations of the Commission in park reservations and on beaches. It is relatively uncomplicated by the diverse social and economic factors usually prevalent in police work, but copes with other factors of perhaps equal social significance. In certain areas the force has the routine task of trying doors and protecting homes and business establishments along streets within its jurisdiction. It also renders protective service to a substantial amount of state property within the area.

The individual problems are diversified. They include such general and special activities as suppressing liquor nuisances; controlling rowdy and mischievous elements; apprehending professional pickpockets and thieves at beach resorts; controlling the very large crowds which use recreational facilities for skiing, ice skating and tobogganing in the winter and flock to the beaches in the summer; rendering considerable first aid; preventing juvenile delinquency, especially among females at beach resorts; policing athletic games at Harvard University and other schools in the area; deterring immorality and similar problems peculiar to park areas; policing the Charles River and ponds within the park reservations by means of boats; participating in life-saving, resuscitation and dragging; controlling traffic and apprehending violators; enforcing the varied rules and regulations applying to the use of the Commission's property; protecting state property within the metropolitan area; guarding school crossings on the metropolitan system of highways; engaging in riot and strike duty; trying doors of business establishments on property over which the Commission's jurisdiction extends; and conducting criminal and complaint investigations and crime deterrent patrols.

The police task is illustrated by the following recapitulation of the department's records of arrests, which indicates the extent of arrests for offences against motor vehicle laws, for minor and major crimes, and for offences against M. D. C. rules and regulations. The recapitulation gives the breakdown by years over a five-year period.

ARRESTS FOR —	1933.	1934.	1935.	1936.	1937.	Totals.
Offences against motor vehicle laws	808	963	1,084	778	946	4,579
Criminal offences	1,017	1,164	974	955	1,153	5,263
M. D. C. Rules:						
Violations, general ¹	385	221	143	129	161	1,039
Violations, auto ²	304	321	570	100	108	1,403
Violations, speeding ³	619	640	501	395	553	2,708
Totals	3,133	3,309	3,272	2,357	2,921	14,992

¹ Injuring, defacing, etc., property; selling without permit; possessing or discharging destructive weapon; annoyances; profanity; intoxication; gambling; spitting; coasting, etc.

² Other than speeding; i. e., illegal parking, driving, passing, turning, obstruction, overloading, failure to stop at designated places, etc.

³ At a rate on M. D. C. controlled property exceeding thirty miles an hour.

The type of police problem faced by the department may be evaluated from this five-year tabulation. The total number of arrests for traffic violations, including those against M. D. C. Traffic Rules and Regulations is 8,690. Comparing this with 6,302, which represents the five-year total of arrests for criminal acts, it may be seen that traffic control arrests have represented approximately 58 per cent of the total cases. The major portion of criminal acts and breaches of the peace are of a type commonly committed on park lands. These considerations serve roughly to define the scope of the police problem, which in turn necessarily affects the scheme of organization.

In addition, a great amount of miscellaneous work is done by the department, and this accounts for an unusually large part of its total endeavors. This wide coverage and diversity of miscellaneous police services are excellent indications of the extent to which a metropolitan police unit may render essential public service beyond its normal crime prevention and apprehension activities. They include assistance, such as extinguishing fire without alarms, reporting accidents and defective conditions, restoring lost children, finding dead bodies and rescuing from drowning. In its contacts with the extremely large crowds, as at the beaches in the summer, the metropolitan police render an additionally large number of unreported services.

RELATIONS WITH OTHER POLICE.

There is evidence that the metropolitan police have satisfactory official relations with other police authorities in the metropolitan area. This is particularly commendable in view of the fact that the overlapping authority of the many local and state police units might easily breed friction as each carries out its day to day duties. They have repeatedly rendered assistance to city and town police forces. In criminal cases this is done only when requested; in minor matters, like reporting a wide range of observations, such as trees blown down, wires broken, dangerous conditions, etc., the reporting process has been a routine one. There have been numerous cases, also, where the department has assisted and co-operated with city and town police forces during civic celebrations and athletic games, and participated in parades.

A practical type of co-operation is given the Registry of Motor Vehicles in forwarding to it a report of each motor vehicle violator whose violation is serious enough to report, but yet does not warrant court action. In this way the registry has a check on chronic violators and a basis for such action as it may deem advisable.

Any consideration of the work of the metropolitan police must necessarily include mention of its relationship to the State Police. There have been a number of unsuccessful attempts to pass legislation looking toward the consolidation of these two police forces, thereby placing the protection of the M. D. C. area in the hands of the Department of Public Safety. Whatever abstract merits there may be in this proposal, there would be no practical gains from consolidation. The distinctly different types of crime problem faced by each force makes the specialized application of park police necessary in any case, and, if conducted by the Department of Public Safety, would operate merely to deprive the Metropolitan District Commission of an essential executive arm. Moreover, the State Police face a rural policing job where crowds are an exception, whereas

the experience of the metropolitan police has been the opposite. The fact of local acceptance of the metropolitan police unit and some past resentment, however undeserved, to state interference is also an important factor directly influencing the degree of policing effectiveness.

CHAPTER II. ORGANIZATION.

In evaluating the problem of organization, two separate considerations become apparent: One is the arrangement of the police department as a unit among others in the general organizational scheme of the Metropolitan District Commission, — a problem which has necessarily been the object of prior recommendations by the staff of the Commission on Taxation and Public Expenditures studying the Metropolitan District Commission.¹ The second is an evaluation of both the functional and the area operations of the department as a single unit, — a problem of internal organization.

PRESENT ORGANIZATION.

M. D. C. Police, Park Organization.

Under the present organization of the Metropolitan District Commission there is an unusual combination of metropolitan police administration with park operation and maintenance in a Park Division, which is in fact non-existent, since it has no director or other immediate co-ordinating head. Consequently, both of these phases have by custom been under the direction and control of the police superintendent and his deputy, with the park engineering function separately operated. This police-park maintenance working arrangement is carried through in the line operation of the unit and in each of the six park districts (also representing the six police divisions) where the captain of police serves in a dual capacity by also bearing the title of park superintendent. As such he has the task of immediate supervision of both the police force and the park maintenance and operation labor crew in his division.

¹ Part XIII of the Report of the Commission on Taxation and Public Expenditures.

Between these two entirely different functions within the same unit there is but a slight degree of co-ordination when one goes beyond the work of the superintendent and the captains. However, police officers do report all conditions which tend to make the use of park facilities hazardous, and the police department has been in the position of being able to utilize park labor when necessary. Except, then, for the supervisory control, the police and park forces function separately.

Internal Organization of the Police Department.

The full complement of the metropolitan police force is 230 men, including six present vacancies. Seven "special" police are not included. The department's present personnel is classified as follows:

Superintendent	1
Deputy superintendent	1
Captains	6
Lieutenants	6
Sergeants	21
Regulars	188
Police woman	1
	<hr/>
Total	224

Tables 1 and 2 show the current "summer" and "winter" apportionment of this personnel among the six divisional offices and headquarters, each of which are separately housed. Because of the difference in the winter and summer police problems, due primarily to the increased traffic and park and beach reservation patrol during the summer months, additional complements of man-power are provided during this season. The relative weighting of divisions is indicated by the following recapitulation showing personnel assignments during the winter and summer periods:

TABLE 1. — *Divisional Distribution of Police Personnel by Rank and Grades.*
Winter Schedule, 1937-1938.

STATION.	Superin- tendent.	Deputy Superin- tendent.	Captains.	Lieutenants.	Sergeants.	Regulars.	Police Woman.	Special.	Total.
Headquarters	1	1	-	-	1	8	-	-	11
Blue Hills Division	-	-	1	1	4	39	-	3	48
Middlesex Fells Division	-	-	1	1	4	37	-	-	43
Charles River, Lower Basin Division	-	-	1	1	3	32	1	1	39
Charles River, Upper Basin Division	-	-	1	1	3	32	-	1	38
Revere Beach Division	-	-	1	2	5	32	-	2	42
Nantasket Beach Division	-	-	1	-	1	8	-	-	10
Total	1	1	6	6	21	188	1	7	231

TABLE 2. — *Divisional Distribution of Police Personnel by Rank and Grades.*
Summer Schedule, 1937.

STATION.	Superintendent.	Deputy Superintendent. ¹	Captains.	Lieutenants.	Sergeants.	Regulars.	Police Women.	Special.	Call.	Total.
Headquarters	1	-	1	-	1	10	-	-	-	13
Blue Hills Division	-	-	1	-	4	35	-	3	5	48
Middlesex Fells Division	-	-	1	1	4	35	-	-	5	46
Charles River, Lower Basin Division	-	-	1	1	3	29	-	1	4	39
Charles River, Upper Basin Division	-	-	1	1	3	30	-	1	4	40
Revere Beach Division	-	-	1	2	5	42	2	2	7	61
Nantasket Beach Division	-	-	1	-	1	13	-	-	4	19
Total	1	-	7	5	21	194	2	7	29	266

¹ There was a vacancy in the office of deputy superintendent during the summer of 1937.

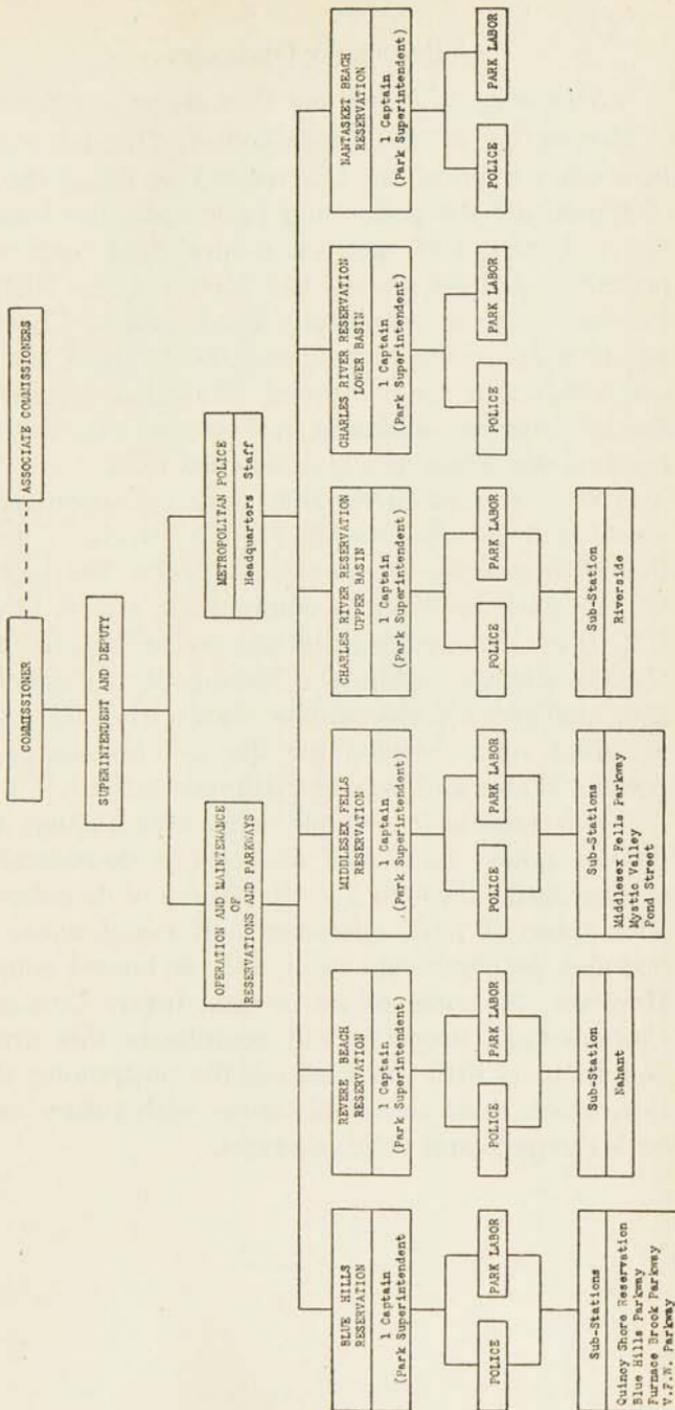
Summary.

STATION.	TOTAL DISTRIBUTION.	
	Winter.	Summer.
Headquarters	11	13
Blue Hills	48	48
Middlesex Fells	43	46
Charles River, Lower	39	39
Charles River, Upper	38	40
Revere Beach	42	61
Nantasket Beach	10	19
Total	231	266

No clear-cut breakdown by functional units is made in the division offices, except that plain-clothes men are assigned for investigation duty and the supervision of the park-labor crew is the responsibility of the ranking officer in each division. The present internal organization of the police department is illustrated in Chart 1.

CHART I

PRESENT ORGANIZATION AND PARK MAINTENANCE OF THE METROPOLITAN DISTRICT COMMISSION



PROPOSED ORGANIZATION.

Separation of Police and Park Operation Functions.

The report of the Metropolitan District Commission, heretofore referred to, has treated in detail the necessity of separating the police and park operation functions and the reallocation of each on a functional basis within the organizational scheme of the Metropolitan District Commission. This is graphically illustrated in Chart 2. This report supports its recommendations, which are reiterated herewith, from the viewpoint of overall organization and the need for consolidating and emphasizing the park engineering, operation and maintenance work.

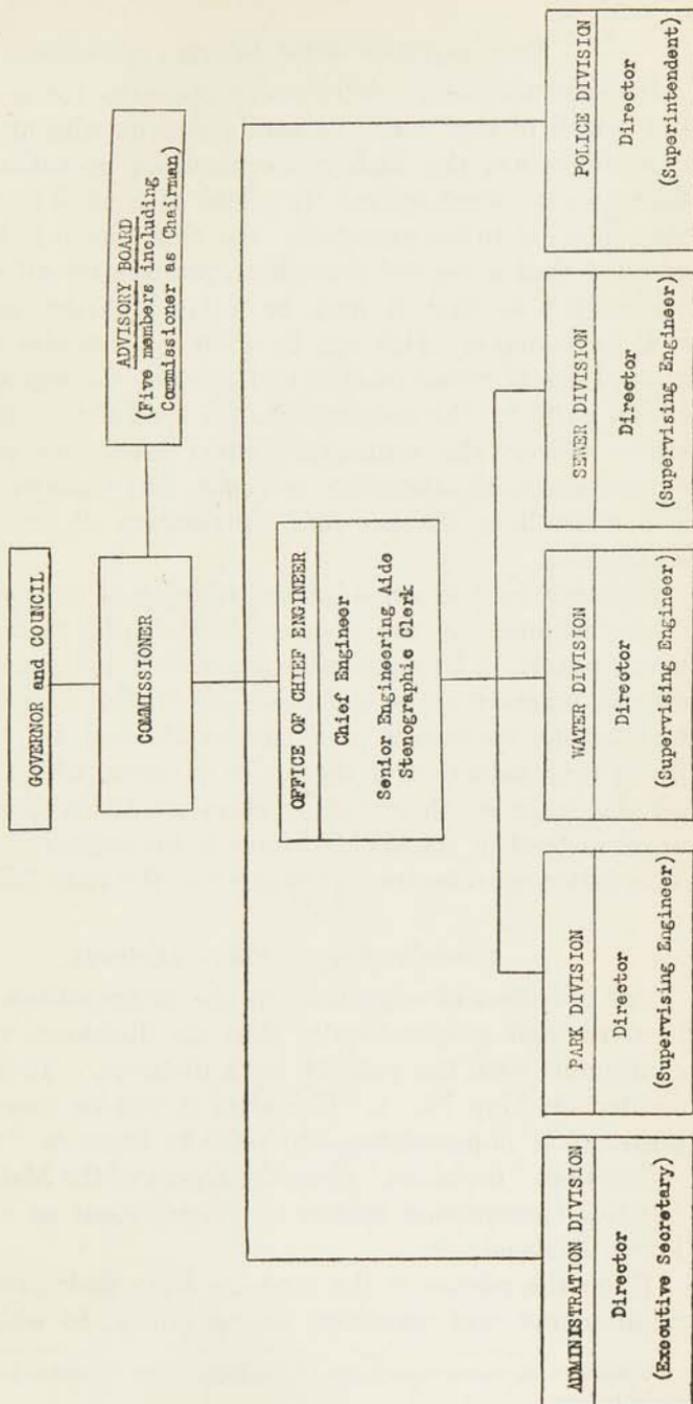
1. It is recommended that park operation and maintenance work be separated from police work. (The report of the Metropolitan District Commission has recommended that all park activities be combined in a Park Division.)

2. It is recommended that the police department be made a major division within the Metropolitan District Commission and given a co-ordinate status with the other major activities recommended for the Commission (*i.e.*, Parks, Sewers, Water and Business Administration).

While essentially a simple police organization, the metropolitan police force has acquired a considerable degree of complexity through a partial fusion of its police functions with those of park operation and maintenance. That it operates as effectively as it does is indeed commendable. However, the more or less certain future expansion of the Commission's property will complicate this arrangement, and there is little justification for postponing the separation which must inevitably come with future demands on both the park and police services.

CHART II

PROPOSED ORGANIZATION OF METROPOLITAN DISTRICT COMMISSION



Reorganization of the Division of Police.

Because the police department operated for a substantial length of time since its establishment without a headquarters office, the highly decentralized operation of the department, characterized by a lack of control from a central office, is to be expected. For this reason it is recommended that a control from headquarters be substantially augmented so that it may be a headquarters in fact as well as in name. This can be done by a greater emphasis on and use of crime records and reports, the supervision of traffic work by the assignment of a specialized supervisory traffic officer, the centralized supervision and control of detectives by the detective sergeant, and the co-ordinating and controlling the use and distribution of police motor equipment.

Changes in the organization objectives of the district offices include the use of specialized traffic squads and a beach patrol. The reorganization of both headquarters and district offices may be accomplished by the specific recommendations contained in Chapters IV and V. The proposed reorganization of the police division, which is set up on the basis of three major administrative, geographical areas instead of the six divisions, is illustrated in Chart 3. This latter consideration is covered in the item following.

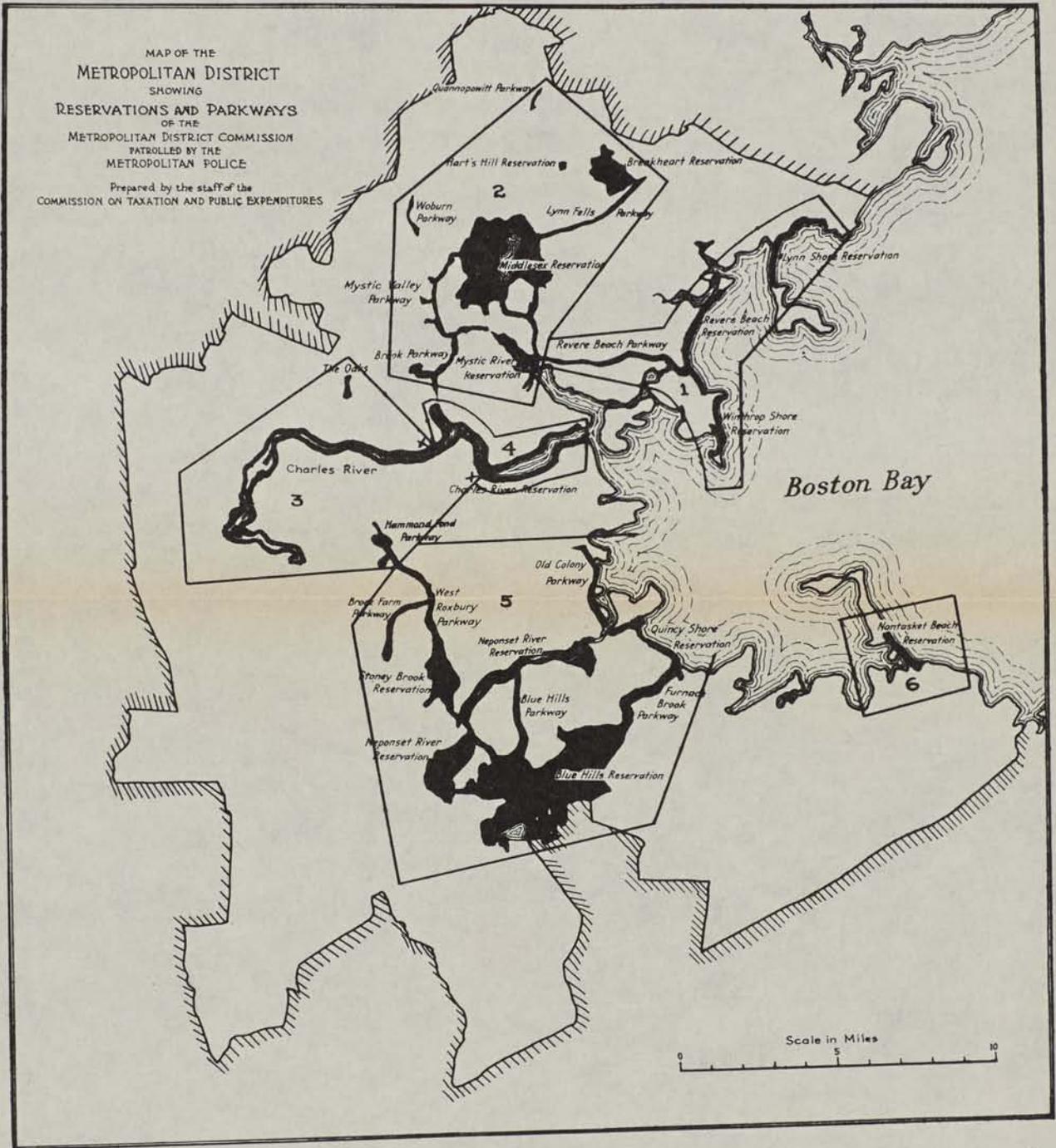
Consolidation of Police Districts.

For purposes of organization, the metropolitan area has been divided geographically into six divisions, which are contiguous with the present park districts.¹ These are indicated on Map No. 1. Hereafter it will be necessary, for purposes of nomenclature, to refer to these as "districts" rather than "divisions," since the report of the Metropolitan District Commission makes the department as a whole a *Police Division*.

Upon the release of the captains from their present park maintenance and operation responsibility, to which it has

¹ Middlesex Fells, Charles River, Lower, Charles River, Upper, Nantasket, Revere, and Blue Hills Divisions.

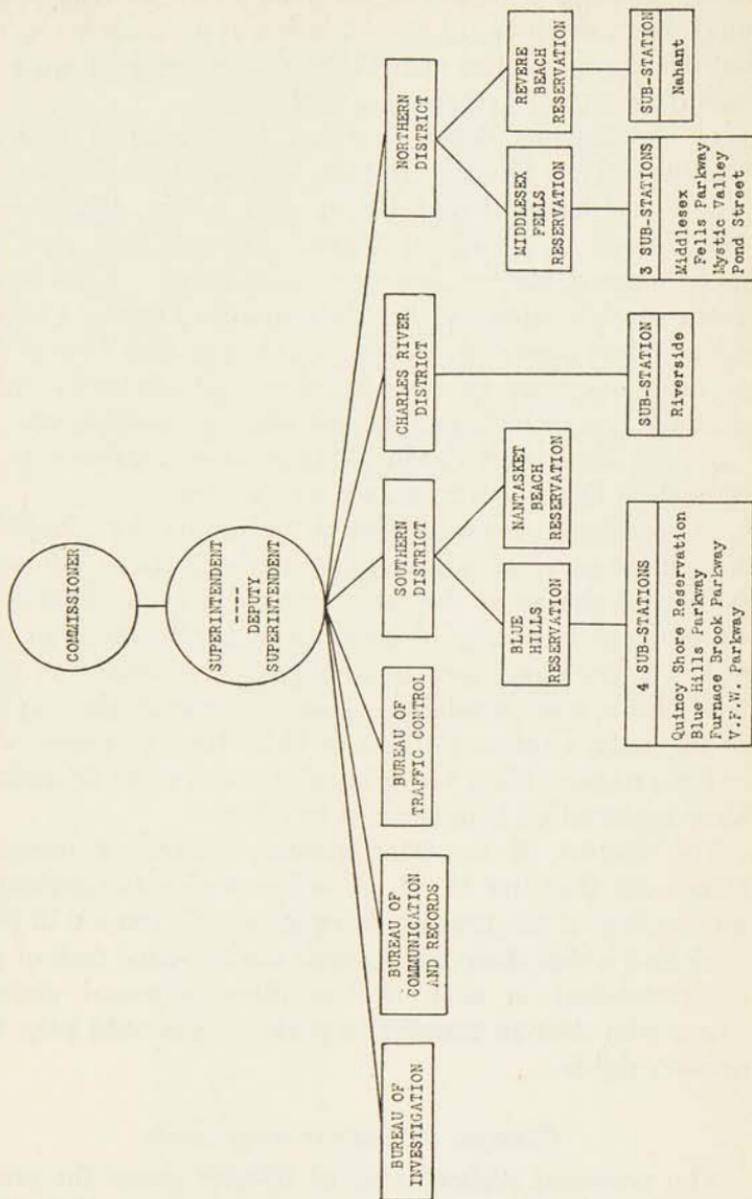
PRESENT GEOGRAPHICAL ORGANIZATION OF THE POLICE DIVISION



1. Revere Beach Division
2. Middlesex Fells Division
3. Charles River - Upper Division
4. Charles River - Lower Division
5. Blue Hills Division
6. Nantasket Beach Division

X Middle of River Dividing Line Between Two Points Marked X

CHART 8
 PROPOSED ORGANIZATION OF THE POLICE DIVISION OF THE METROPOLITAN DISTRICT COMMISSION



been estimated some devote as much as 90 per cent of their time, the possibility for consolidation of districts by spreading the responsibilities of ranking officers becomes apparent. It is recommended, therefore, that —

1. The Revere Beach Division be combined with the Middlesex Fells Division to form the Northern District.

2. The Charles River Upper and Lower Divisions be consolidated in a Central District at such time as a centrally located station house is constructed. This is now under consideration by the Metropolitan District Commission. When provided, the present Upper and Lower Division stations may be abandoned as administrative units, although one or both may prove useful as substations.

3. The Nantasket Beach Division be combined with the Blue Hills Division into a Southern District.

This proposed consolidation of the six divisions into three districts is an administrative move which places a full-time captain in charge of the main station in each district, and a lieutenant in charge of each major substation. In practice, this provides approximately the same amount of police supervision now available, since at present the captains devote only a minor portion of their time to police work, and the responsibility has primarily rested upon lieutenants. This organization is illustrated in Chart 3.

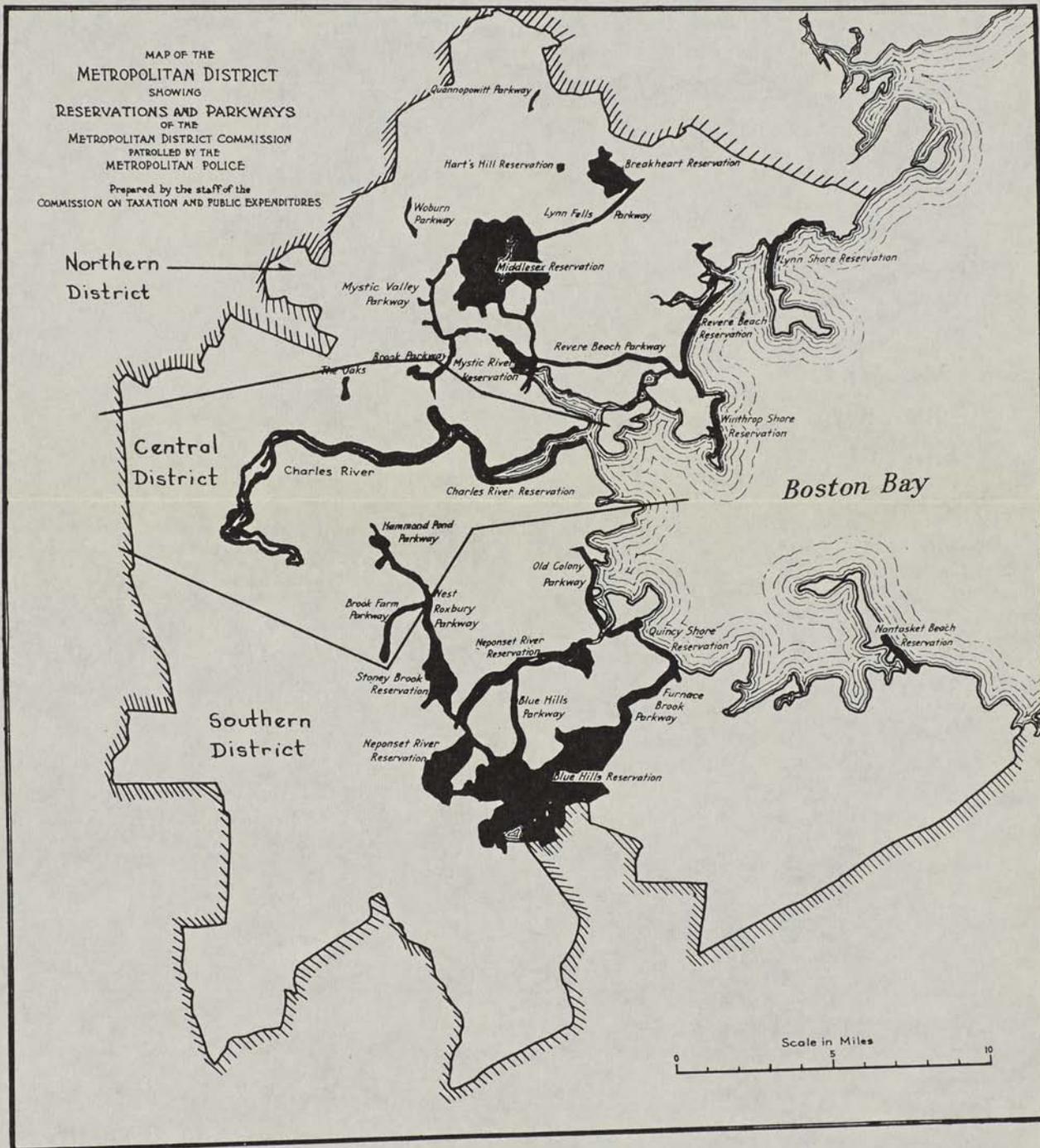
The Report of the Metropolitan District Commission points out that the M. D. C. is faced with the decision of which three of the present six captains will remain in police work and which three will assume the full-time task of park superintendent in each of the three proposed districts. Those who elect to transfer to park work should keep their pension rights.

Changes in District Boundaries.

The proposed reallocations of district areas for present administrative purposes can be made by action of the Commissioner, and involve the following recommendations:

1. That the Blue Hills District line stop at the circle of the West Roxbury Parkway and the Veterans of Foreign Wars Parkway (formerly Brook Farm Parkway), and that

PROPOSED GEOGRAPHICAL ORGANIZATION OF THE POLICE DIVISION



the Charles River District take over the Veterans of Foreign Wars Parkway to and including the bath house at Havey's Beach. This would give the District jurisdiction over all park areas located in the town of Brookline.

2. That the Charles River District be extended to the Cambridge-Somerville line, and its patrols conducted from the Fresh Pond Parkway along the Alewife Brook Parkway to Massachusetts Avenue, thus giving the District jurisdiction of all property of the Commission in Cambridge.

While these adjustments are minor, they would tend to equalize the work of the police districts affected and constitute a more natural division of work. The first adjustment would restrict appearances in the Brookline District Court to officers from the Upper Basin of the Charles River District; and would constitute a natural and convenient extension of the river patrols conducted in the Upper Basin. The second adjustment would mean that officers from the Lower Basin ordinarily would appear only in the Cambridge court. It would also involve a practical and easy division of work. These changes are shown on Map No. 2. There should be no hesitancy about making these adjustments from time to time as conditions warrant.

CHAPTER III.

PERSONNEL PROCEDURES.

Police work requires a wide range of abilities, techniques and sciences. Because of this, each officer must be intellectually, physically, morally and temperamentally equipped to face the diversified tasks his job requires. The relation of these factors to the quality of police protection consequently makes the administration of the recruitment process, and later, the training, promotion and disciplinary activities, of great importance. This section deals with the major procedures affecting personnel, considering them in terms of their vital relation to success in law enforcement.

THE PERSONNEL AUTHORITY.

Under the rules of the Civil Service Board the "regular and reserve police forces, and all persons doing permanent or temporary police duty in or for the Metropolitan District Commission," are subject to the state civil service system. In classification and compensation matters, M. D. C. police personnel are dependent on the Division of Personnel and Standardization of the Commission on Administration and Finance. The major considerations in this chapter are therefore necessarily directed toward the civil service procedure.

Under statutory power the Commission may appoint, assign to divisions, transfer and remove members of the police force. It may also make the rules and regulations governing the police force, and may take any necessary disciplinary action against its members.

An unusual feature in the powers of the Commission is its authority over transfers within the police department. It places the Commission in the position of engaging directly in administrative matters, and opens the door to potential abuses. It takes from the superintendent a func-

tion which is essential to the efficient conduct of police business. In practice, the present authority of the Commission to "assign to divisions" and "transfer" means that the superintendent has the actual task of determination, but must always secure the approval of the Commission. The emergencies which so often arise in police work make this approval a detriment to the quick authoritative steps necessary.

It is therefore recommended that this authority over transfers and the assignment of officers to divisions be exercised solely by the superintendent.

ENTRANCE QUALIFICATIONS.

Age Limitation.

With respect to the existing age limitation, which allows men between the ages of twenty-five and thirty-five years to qualify, it appears that the maximum age is far too liberal. This is emphasized when it is considered that under the age rule as worded an applicant may conceivably secure a position on the eligible list at thirty-five and not be appointed until he is thirty-seven.

The effect of a maximum liberal age allowance is best illustrated by the average age of the department's personnel, which is 45.8 years. For police work this is excessive. The following table showing the distribution of the force by age groups indicates that a large part of the force is grouped in the higher age brackets. Approximately 35 $\frac{1}{2}$ per cent of the officers are over fifty years of age.

Table showing Present Age Grouping of Department Personnel.¹

AGE GROUP.	Number of Men.	AGE GROUP.	Number of Men.
25 to 29	6	50 to 54	31
30 to 34	30	55 to 59	17
35 to 39	48	60 to 64	18
40 to 44	36	65 to 69	13
45 to 49	25		

¹ As of December 9, 1937.

The effect of the high age allowance for entrance is further illustrated by the fact that, despite the relatively high age grouping shown in the preceding table, 68 per cent of the force have had less than twenty years of service. The average service is 15.6 years. The distribution of the department's personnel by years of service is shown in the following table:

Table showing Number of Years' Service of Department Personnel.

NUMBER OF YEARS' SERVICE.	Number of Personnel.	NUMBER OF YEARS' SERVICE.	Number of Personnel.
0 to 4	49	25 to 29	26
5 to 9	37	30 to 34	10
10 to 14	39	35 to 39	11
15 to 19	29	40 to 44	2
20 to 24	24		

The following table, showing the age at time of appointment, offers an additional indication of the effect of the present age limitation. The average age at time of appointment is thirty years, which is relatively high when viewed against the exacting requirements of police work. However, this table indicates that there has been a fairly balanced distribution under present age qualifications.

Table showing Age of Department Personnel at Time of Appointment.

AGE AT APPOINTMENT.	Number at Age.	AGE AT APPOINTMENT.	Number at Age.
22	1	30	22
23	1	31	20
24	1	32	19
25	8	33	7
26	25	34	11
27	21	35	10
28	29	36	13
29	20	37	7

For police administration it is especially important that young, vigorous, intelligent men be secured. A high maximum age tends to defeat the objective that the State should receive a comparatively long period of effective service from each officer, and has an adverse effect on the retirement system. Moreover, men approaching the maximum limit may be encouraged to look to the state service after having failed to settle down or make good in other positions. Younger men have greater adaptability and are more easily trained and disciplined. For this reason, while the State may be more liberal in age allowance in other phases of its work, police administration demands lower limits than are now imposed.

It is therefore recommended that the age requirement be lowered to include persons at a minimum age of twenty-one and a maximum of thirty years, effective at time of appointment to the force. This can be accomplished by a revision of Class 16 in Rule 8 of the Civil Service Board, which applies solely to male applicants for the M. D. C. police.

Height and Weight Requirements.

Rule 8 also requires that a police applicant shall not be less than 5 feet, 8 inches in height, and weigh not less than 135 pounds. These qualifications are particularly important in police work. The maximum weight allowed is unlimited by the rule. Consequently a substantially overweight man, able to pass other tests, would be eligible, even though not physically qualified for police work. The major criticism of this rule, however, is that weight is not related to height in any ratio. It is therefore recommended that the Civil Service Board adopt a height and weight schedule to apply to M. D. C. police applicants. The following schedule is suggested:

Height.	Minimum Weight (Pounds).	Maximum Weight (Pounds).
5' 8"	140	180
5' 9"	145	185
5' 10"	150	190
5' 11"	155	195
6'	160	205
6' 1"	165	210
6' 2"	170	220
6' 3"	175	225
6' 4"	180	230
6' 5"	185	235

Such a schedule should appear on all announcements of vacancies.

Education.

The present Civil Service Law (section 6A) prohibits the use of educational requirements in recruitment. Since much of the training and knowledge afforded by an educational system is of practical value in police work, it is felt that a high school education, or its reasonable equivalent in training and experience, be required for M. D. C. police recruits should the civil service agency not revise its type of examination as recommended later in this chapter. One of these two steps should be initiated.

The establishment of this requirement is no reflection on those in the state service not now possessing this education, since the level of education has gone up rapidly in the last few decades. The recruitment procedure should so set requirements as to match the advances thus made, and so attract to and secure for the police department as highly qualified persons as possible.

THE RECRUITING PROCESS.

Announcement of Vacancies.

One of the basic tasks of the Civil Service Board is to search out, interest, and stimulate persons to apply for civil service positions. This is a particularly significant step in recruiting men for police work, since young men of

high caliber are required. It is recommended that the department, through its many contacts with the public, assist the Civil Service Board in encouraging applications from men with the necessary qualifications. It is undoubtedly true that many potentially valuable applicants, because they are currently employed and are not reached through the usual channels for advertising vacancies, have no immediate incentive, such as unemployment, to seek a police career. These may be the very type which should be sought out as desirable because of their ability to do an acceptable task in their present employments.

Checking Applicants.

It is essential, especially for police positions, that the accuracy of the statements made by the candidate on his application be verified. Applicants found making statements which investigation shows to be fraudulent and not due to error or ignorance should be immediately removed from consideration as undesirable for police work. In this connection, a very practical arrangement has been developed whereby the department, through its regular officers, verifies these statements and reports any discrepancies to the Civil Service Board. This is an acceptable and commendable procedure, and should be continued.

Mental Examinations.

At present the type of examination given to candidates and used to establish the eligible list is based on specific knowledge gained by a study of "A Manual for the Instruction of Applicants for the Police Service of Cities, Towns and the Metropolitan District Commission," and by spelling, arithmetic, grammar and general information tests.

The Manual is prepared by the Civil Service Board, and an indication of the specific type of information it gives may be secured from the following section headings:

- I. Definitions and Classification of Crime.
- II. Definitions of Legal and Other Terms.
- III. Duties, Powers and Responsibilities of Police Officers.
- IV. First Aid to the Injured and to the Unconscious.

Applicants are notified that they will be examined on the information set forth in the Manual. Its importance is indicated by the fact that a weight of 4 out of a possible 10 is given for questions based on the information contained therein. In addition, applicants may attend "cram" schools and concentrate upon study of questions of the type usually asked in police examinations in Massachusetts. This gives an advantage to those willing and able to sacrifice the time and money entailed. The use of this type of examination is scarcely defensible as part of the recruitment process when persons are being examined for occupations for which no previous training or experience is required. It does not assure the department that the candidate best suited by temperament and intelligence will be chosen. Rather, it succeeds in picking the candidate who most successfully memorizes and presents standardized answers. Consequently examination grades can bear little relation to competency, and its use at the testing stage provides no measure of ability. It also may be seriously questioned whether the information acquired by the candidate is of much subsequent use, since applicants emphasize memory rather than understanding. This specific information is of the type which normally should be included in the training program *after* selection rather than prior to it. Since the metropolitan police has an excellent training program, the use of the Manual and the present testing process becomes even less important.

It is therefore recommended that intelligence, adaptability and aptitude tests be used by the Civil Service Board in the testing process for M. D. C. police applicants. The use of adequate examinations makes the provision for higher educational requirements, previously discussed, of less importance, but one or the other if not both should be stringently applied.

In this connection the police adaptability tests which are being quite widely utilized for police work should be considered, together with the tests employed by the Massachusetts State Police.

Medical and Physical Examinations.

The physical examination is a very important step in recruitment, since police work makes unusual demands on the physical resources of the individual and a high level of general health directly contributes to the department's effectiveness. The present examination is given on a pass and fail basis, except that strength tests are graded and weighted in the examination score. It is recommended that police recruits be given a more comprehensive and severe physical examination, including strength tests, and be graded as passed or failed without weighting in the final score: that is, the examination should be qualifying only and serve to reject from future consideration those physically unfit. This would require the use of additional up-to-date testing equipment, provision for laboratory tests (Wassermann and urine analysis), and generally more adequate facilities.

To assist the staff of medical examiners, it is suggested that they use the check list of medical standards prepared by the National Association of Police and Fire Surgeons and National Directors of Civil Service Commissions of the United States, which is in successful use elsewhere.

For police selection purposes it is further recommended that eligibles be re-examined prior to appointment to the force if a year has elapsed since initial examination. This is necessary in view of the possibility of the development of conditions in the meantime which would be aggravated by or affect the quality of police service.

Character Investigation.

The police department is to be commended highly upon the detailed character examination it makes of each applicant. It has even developed a special form for this purpose. This is a significant phase of the recruitment process, since police work requires men of highest integrity, character and good association. The investigation is conducted by the detective sergeant. Sources of information include courts,

neighbors, employers (last five years); Boston, state and community police records; and landlords, clergymen and others who might know of the applicant. At present this is done for all those on the eligible list, and necessarily removes the sergeant from normal police duty for some time. It is suggested that the superintendent limit investigations initially to a group from the top of the list estimated of sufficient number to fill the vacancies. Later, if more applicants need to be investigated, additional assignments can be given the sergeant.

As part of this step, it is recommended that fingerprints of all applicants be taken at the same time that they appear in a group for examination. These should be checked against other fingerprint files, including those of the Boston Police Department, State Identification Files, and the Federal Bureau of Investigation, and kept continually on file. In connection with fingerprinting it is also recommended that the prints of every present officer be taken and filed. This is important in investigational work, in case of injuries to officers, etc., and is fast becoming an accepted standard police practice.

The Probationary Period.

No recruitment procedure is so perfect that it will not occasionally select recruits who fail when subjected to the test of actual performance of police duties. For this reason a probationary period should be applied as an indispensable part of the examination process and not considered solely for training and initiation purposes.

Under Civil Service Rule No. 18, no officer is considered as having secured a permanent status until he has successfully served a probationary period of six months. This six-month period affords superior officers an opportunity to observe the appointee in action and to drop those who appear unsuited for police work. Yet use of the probationary period is apparently not emphasized in the administration of the metropolitan police, since the weeding out of undesirable applicants is rare. The State Police, on the other hand, have strictly observed the purpose of the probationary period with impressive results.

For this reason it is recommended that the M. D. C. police, through special supervision by ranking officers and continual reports, take an active part in checking the work done by each recruit during the probationary period; and that it drop any one within this period who appears unsuited for police work. This is of future advantage for both the department and the man. To make this recommendation more effective, it is further recommended that the superintendent file with the chief examiner of the Civil Service Board (as well as with the Commissioner) a report indicating that the probationary work of each recruit has been satisfactory or unsatisfactory. If the appraisal is not positive the recruit can be released before the end of the probationary period. By its use the Commissioner and superintendent have an opportunity to review and become acquainted with the work of each recruit.

It is noteworthy that at present the division captain, under whom the recruit has been assigned, makes a report to the superintendent on the caliber of his work and his adaptability before the end of the probationary period.

THE PROMOTIONAL PROCESS.

Examination.

Promotions are made at present by the Commission by majority vote from eligible lists prepared after examination by the Civil Service Board.¹ This procedure of promotional selection by a multi-membered group is an unusual one, and opens the way for certain abuses, as well as dividing the responsibility for the action taken. It is much more acceptable practice to have the single administrative head solely responsible for this activity, and it is recommended that the Commissioner, as chief executive of the Metropolitan District Commission, be given the authority of selection of personnel for promotion from the eligible list.

Physical Examinations. — At present the Civil Service Board conducts medical and physical examinations in con-

¹ Section 3 of chapter 31 provides that the Civil Service Rules shall make provisions for promotions on the basis of merit in examination and seniority.

nection with promotion, but the results are superfluous, since they do not affect eligibility. This is due to the fact that there is a current doubt as to the statutory right to weight these examinations in determining promotions. It is recommended that the law be clarified and that police officers be subjected to a physical examination sufficient to determine, on a pass or fail basis, their physical ability to perform the duties required of the position for which they are competing. Such examinations also provide an incentive for officers to keep themselves fit.

Oral Examinations. — Orals are used for promotional purposes for all grades above sergeant. The overweighting (3 points out of 10) of these tests, the speed with which they must be given (one or two questions calling for very brief answers), and the difficulty of validly grading them are serious defects in their use.

It is recommended that the Civil Service Board use the police oral examination primarily to eliminate candidates who obviously should not be appointed to a higher grade. Since the use of a grade is questionable, a system of point additions and deductions for unusually desirable traits might accordingly be made.

Probationary Period.

Heretofore, the probationary period has not been construed as applicable to appointments resulting from promotions. Certainly its use is equally as justifiable and important for this purpose as for recruitment. It is recommended that the statute be so revised as to apply a probationary period to promotions. Should a promoted officer fail to demonstrate necessary qualities of leadership, administrative discretion and ability, he should be reduced to his former rank. The arrangement should allow an officer so deposed immediately to resume his former rank without a service lapse, and not make it necessary for such cases to go through the reinstatement process.

Service Ratings.

The absence of any method of service ratings makes it difficult in examinations fairly to judge merit and effi-

ciency in past service. Aside from the value of such a system to other public employees this is an important and valuable tool in police administration. It is suggested that the Department initiate and use some system of service ratings to check competency of service. A co-operative arrangement might be made with the Civil Service Board whereby a proper weighting will be given these in promotional examinations. This will remove one of the major defects of the present system whereby unsatisfactory employees can compete on the same level with persons rendering excellent service, and by intensive study show results not in line with performance. It should also be of very practical use in assisting the superintendent in the determination of the need for training, reassignment, discipline, etc.

Compensation.

The following table shows the remuneration paid members of the force. In addition, they receive pension benefits and uniforms:

RANK.	Minimum Salary.	Maximum Salary.	Yearly Increment.	Other.
Patrolman	\$1,600	\$2,100	\$100	—
Sergeant	2,400	2,500	100	—
Lieutenant	2,600	2,700	240	—
Captain	3,300	3,780	240	House ¹
Deputy superintendent	\$4,200		—	—
Superintendent	4,500		—	House

¹ The sum of \$240 paid in lieu of use of house.

The base pay appears satisfactory, but the single \$100 increment allowable within the maximum and minimum limits for sergeants and lieutenants does not appear to be sufficient to carry out the incentive idea of wage payments. For this reason it would seem that the schedule for sergeants and lieutenants could more effectively be distributed as follows:

	MINIMUM.		MAXIMUM.	
	Present.	Proposed.	Present.	Proposed.
Sergeant	\$2,400	\$2,200	\$2,500	\$2,500
Lieutenant	2,600	2,600	2,700	3,000

This means that a newly appointed sergeant would receive only a \$100 increment to start, but, considering that he already has been rewarded by a new rank, the incentive is satisfactory. He then can anticipate increases over a longer period of time. It is not intended that this provision be retroactive but that it apply to future promotions. The lieutenant, because of his duties, merits a maximum salary more nearly approaching the minimum salary of a captain. This raise of \$300 in the maximum limit makes the distribution more equitable. This change can be initiated by the Commissioner and requires the action and approval of the Division of Personnel and Standardization. In connection with salaries it is also recommended that automatic step increases be discontinued and the increase be given as a recognition of worth and service. Conversely, increases should be withheld in individual cases if performance does not warrant them.

TRAINING.

Probationary Training.

Each recruit is given from four to six weeks' training under the deputy superintendent who is also drillmaster. The curriculum includes:

- Manual and rules and regulations.
- Rifle, shotgun, revolver and tear gas practice.
- First aid.
- Fundamentals of military drill.
- Police conduct and deportment.
- Powers and duties of officers; new and modern police techniques.
- Traffic control.
- Review of annual report.
- Observation of court procedure.

If the Boston Police Department's recruit school is running at the same time as the M. D. C. training school for recruits, the deputy superintendent works his recruits in with the Boston program as much as possible. After the schooling period each recruit is assigned to work with a carefully selected regular officer. This procedure is in accord with the best practice and is commended.

Post-Entry Training.

The department may be justly proud of its post-entry training program which has been in effect since 1904. At the beginning of each year the men are given at least two hours' training, consisting of lectures and drill, each week for eight weeks. The lecture curriculum varies annually, but the following are some of the subjects recently covered:

- Court procedure (lecture by an assistant district attorney).
- First aid and inhalator instruction (use of Red Cross instructor).
- Ballistics (police expert).
- Morale (Commissioner of the Commission).
- General instructional lecture (superintendent of the department).
- Public relations (deputy superintendent and others).
- Criminal law and procedure (deputy superintendent).
- Firearms, assembly and instruction (captain of department).

The use of an annual, formal training period for men already in the service is in accord with the best police administration practices, and the department is to be praised on its early and continued use. Certainly much of the high regard in which the public holds the M. D. C. police is the direct result of their training. The department is also to be commended on its progressiveness in sending men to special instructional schools, one officer having been sent to a first-aid school and another to the Harvard Traffic School for the last three and two years, respectively. In so far as possible, the department should continue this policy, and it is suggested that some type of competitive examination, open to any member of the force who desires to compete, be used for this purpose. In this way the department can select the best qualified member, and the fairness of the procedure will be found conducive to good

morale. It will prove advantageous to utilize the State Police academy for training purposes as much as possible.

It is suggested that the supervisory officers continually observe elements of success and failure in the work of the department's personnel in order to correct any general faults in future recruitment and post-entry training periods.

CONDITIONS OF SERVICE.

Sick Leave.

Each officer is entitled to thirty days' sick leave in each calendar year. A more equitable system is suggested, which will provide for illness due to advancing age; that is, an allowance of twelve days with pay the first year of service, including the probationary period, with an increase of two days each year. A total accumulation of sick leave with pay up to ninety days could then be allowed.

Relief Days.

The present practice of one day off in eight undoubtedly represents better treatment than that accorded by many police systems. However, it is believed that police personnel deserve treatment equal to that given other state employees. This is in accord with the current tendency toward shorter working hours already generally endorsed. Approximately 55 per cent of the 37 cities and towns in the metropolitan area allow at least a day in seven for relief.

It is recommended that one day off in seven be given the department's personnel as soon as the force's distribution can be scheduled, with due consideration, of course, to the police problem.

Physical Examination.

No periodic physical examinations are given to the force, although police officers are expected to keep in good condition. To furnish the necessary incentive it is recommended that physical examinations be given to the entire force once a year, and that each man be furnished with a statement of his condition. These results should also be kept on the officers' individual roster card.

Disciplinary Action.

Minor offences against the rules and regulations relating to discipline results in reprimand by the superintendent or captains. Major infractions are heard before a Board consisting of the five Metropolitan District Commissioners, from the decision of which there is no further appeal. Such cases, which are rare, usually result in hours of work without pay, suspension without pay, or removal. In recent years one man was suspended without pay, and in 1935 two officers were discharged.

It is recommended that the Board of Discipline be composed entirely of ranking police officers similar to a military court martial. The legislation proposed in Appendix C allows the Commissioner to bring a case up for trial before a Board of three officers of equal or higher rank than the policeman being tried. The Commissioner is given the right of review.

A Board consisting of officers rather than laymen is in accord with the best practices elsewhere. Experience has shown that ranking officers will be sympathetic where understanding is necessary, but are neither lenient nor easily deceived.

In connection with discipline it is commendable that the department carefully investigate each public complaint against individual officers. While these are usually found to be without foundation, the investigation has the salutary effect of keeping the men constantly alert in giving courteous and efficient service.

Retirement and Pension Benefits.

Police personnel are subject to the provisions of the compulsory state retirement system. There are also special statutory provisions relating to M. D. C. police pensions and annuities.

At present a special legislative commission is considering the entire retirement system, and it is expected that their recommendations will soon be conveyed to the Legislature.

Police Relief Association.

The police force has formed a relief association for the purpose of paying benefits for sickness, disability and death. There are only ten members of the force who do not belong. The fund is built up through \$3 annual dues and the proceeds of the M. D. C. police ball held every two years.

The plan for payments is especially interesting, and operates effectively, especially in discouraging chronic cases. Officers unable to report for duty because of sickness or injury receive no compensation from the association for the first four days off duty. Thereafter each gets \$3 per day for such leave up to a maximum of twenty weeks. A report is made each week on these absentees. The relief association also pays \$1,000 death benefits and \$200 a year to retired men. These benefits are in addition to those allowed by the state retirement system.

There is grave question, however, as to the propriety of using uniformed police officers, even if on their own time, in selling tickets to the biennial police ball. This practice, which was once widespread in the United States, has been the subject of debate both inside and outside police circles. The primary criticism is that the businessman or citizen approached by a policeman in the rôle of a ticket peddler feels obligated to buy. For many of these this is nothing more than a contribution. In addition, the element of the possible exchange of favors or retaliation has placed the practice generally in disrepute. The M. D. C. police appear to have kept this method of contribution free from the coarser forms of solicitation and pressure, and there is no indication that the usual criticism currently applies to the department. None the less, the other dangers and inequalities inherent in the plan make it advisable to suggest that the public canvassing for subscriptions be discontinued as a precautionary measure.

CHAPTER IV.

ENFORCEMENT ACTIVITIES.

In evaluating the major enforcement activities of the department it is necessary to secure a picture of the routine assignments of the force. This is preliminary to a discussion of the enforcement activities which, for convenience, may be grouped under four heads: patrol, traffic control, investigation and crime prevention.

ASSIGNMENTS OF THE FORCE.

The typical daily assignments of the force, by shifts for both winter and summer schedules in each division, are shown on the accompanying tables, Nos. 3 and 4. The type of crime problem faced is fairly well reflected in the numerical distribution on the daytime and early evening shifts. The assignments of the personnel are not changed very often, but at such times the division captains send the latest schedule to headquarters. In this connection it is suggested that, in so far as practicable, officers and men should be transferred among the districts in order to obtain the benefits and experience of knowing the police problems of the whole area.

PATROL.

The task of adequate and systematic patrol, while in some respects closely related to traffic control, has as its primary objective the enforcement of all laws and rules and regulations in the park reservations, along the parkways, and on the beaches over which the Commission exercises its authority. In addition, there must be exerted by uniformed patrol the usual repressive influence which deters park and beach crimes and breaches of the peace generally. It must also guard state and M. D. C. property within the area, and render a wide range of assistance to citizens, state departments, and other communities in the area.

Beach Patrol.

At present there are twenty-four life guards whose employment is temporary or seasonal. As park employees, they have been under the control and direction of the superintendent (police captain) in charge of park maintenance work in the division in which the beach is located.

TABLE 3. — *Fall and Winter Schedule of Assignments.*

7.45 A.M. TO 5.45 P.M. SHIFT.

STATION.	Desk.	Teletype.	Foot.	Mounted.	Auto.	Relief.	Plain Clothes.	Police Women.	Supervisory.	Property Clerk.	Total.
Blue Hills	1	1	5	5	4	1	1	-	3	-	21
Middlesex Fells	1	1	4	2	4	2	1	-	3	-	18
Charles River, Lower	1	1	5	-	1	1	1	-	2	1	13
Charles River, Upper	2	-	3	-	6	2	1	-	2	-	16
Revere Beach	2	1	3	-	2	1	1	-	3	-	13
Nantasket Beach	1	-	1	-	-	1	-	-	1	-	4
Headquarters	2	1	-	-	2	1	1	-	3	-	10
Total	10	5	21	7	19	9	6	-	17	1	95

5.45 P.M. TO 12.45 A.M. SHIFT.

Blue Hills	1	1	2	-	6	-	-	-	2	-	12
Middlesex Fells	1	1	4	-	6	1	-	-	2	-	15
Charles River, Lower	1	1	5	-	2	1	2	1	2	-	15
Charles River, Upper	2	-	-	-	8	-	-	-	2	-	12
Revere Beach	2	1	4	-	4	2	-	-	3	-	16
Nantasket Beach	1	-	1	-	-	-	-	-	1	-	3
Headquarters	-	1	-	-	-	-	-	-	-	-	1
Total	8	5	16	-	26	4	2	1	12	-	74

12.45 A.M. TO 7.45 A.M. SHIFT.

Blue Hills	1	1	2	-	5	1	-	-	1	-	1	-	11
Middlesex Falls	1	1	2	-	4	1	-	-	1	-	1	-	10
Charles River, Lower	1	1	3	-	2	2	-	-	1	-	1	-	10
Charles River, Upper	2	-	-	-	6	-	-	-	1	-	1	-	9
Revere Beach	1	1	2	-	4	1	-	-	2	-	2	-	11
Nantasket Beach	1	-	1	-	-	1	-	-	1	-	-	-	3
Headquarters	-	1	-	-	-	-	-	-	-	-	-	-	1
Total	7	5	10	-	21	6	-	-	6	-	6	-	55

Total assignments, fall and winter schedule, 224.

NOTE. — No police boats or motorcycles used in winter patrol.

TABLE 4. — *Summer Schedule of Assignments.*
7.45 A.M. TO 5.45 P.M. SHIFT.

STATION.	Desk.	Teletype.	Foot.	Mounted.	Auto.	Relief.	Plain Clothes.	Police Boat.	Police Women.	Super-visor.	Property Clerk.	Cycle.	Total.
Blue Hills	1	1	6	5	1	1	1	-	-	3	-	3	22
Middlesex Fells	1	1	4	3	3	2	1	-	-	3	-	1	19
Charles River, Lower	1	1	4	-	-	1	1	1	-	2	1	1	13
Charles River, Upper	2	-	2	-	4	2	1	2	-	2	-	2	17
Revere Beach	1	1	11	-	-	2	1	-	-	3	-	2	21
Nantasket Beach	1	-	5	-	-	-	-	-	-	1	-	-	7
Headquarters	2	1	-	-	2	1	1	-	-	3	-	-	10
Total	9	5	32	8	10	9	6	3	-	17	1	9	109

5.45 P.M. TO 12.45 A.M. SHIFT.													
STATION.	Desk.	Teletype.	Foot.	Mounted.	Auto.	Relief.	Plain Clothes.	Police Boat.	Police Women.	Super-visor.	Property Clerk.	Cycle.	Total.
Blue Hills	1	1	4	-	5	1	-	-	-	2	-	-	14
Middlesex Fells	1	1	3	-	6	2	-	-	-	2	-	-	15
Charles River, Lower	1	1	4	-	2	1	2	1	-	2	-	-	14
Charles River, Upper	2	-	-	-	6	-	-	2	-	2	-	-	12
Revere Beach	2	1	18	-	4	4	2	-	2	4	-	-	37
Nantasket Beach	1	-	6	-	-	-	1	-	-	1	-	-	9
Headquarters	-	1	-	-	-	-	-	-	-	-	-	-	1
Total	8	5	35	-	23	8	5	3	2	13	-	-	102

12.45 A.M. TO 7.45 A.M. SHIFT.

Blue Hills	1	-	2	-	4	1	-	-	-	1	-	-	9
Middlesex Fells	1	-	2	-	4	1	-	-	-	1	-	-	9
Charles River, Lower	1	1	3	-	2	2	-	-	-	1	-	-	10
Charles River, Upper	2	-	-	-	4	1	-	-	-	1	-	-	8
Revere Beach	1	1	3	-	4	2	-	-	-	1	-	-	12
Nantasket Beach	1	-	2	-	-	1	-	-	-	-	-	-	4
Headquarters	-	1	-	-	-	-	-	-	-	-	-	-	1
Total	7	3	12	-	18	8	-	-	-	5	-	-	53

Total assignments, summer schedule, 264.

It is recommended that these life guards be placed in a unit directly under the respective district captain in whose jurisdiction they are stationed. Following a plan which has proved successful elsewhere, they should be deputized and wear a distinctive insignia on their beach costumes to indicate they are members of the M. D. C. police department's "beach patrol." With this recognition and authority, they may go beyond their life-saving duties and engage in the enforcement of M. D. C. rules and regulations which are in effect on beaches, and summon regular policemen when arrests or other action are necessary.

In order to make such a plan work effectively from the viewpoint of public relations, it is highly important that these men be subjected to a training program during, as well as prior to, employment. This training should cover not only life-saving and first-aid, but instruction in tactfully meeting and dealing with the public, exercise of the powers, authority and responsibilities of police officers, conduct, and related subjects. They should be governed by the same discipline as that given regular uniformed members of the force and be subject to the authority of ranking police officers.

The possibilities inherent in such a co-ordinated, trained and supervised beach patrol are especially attractive when they are considered as an official arm of the department. The use of these guards in policing beaches, in rendering many services to the public, and in deterring violations of law and rules on beach fronts should lessen the work of the regular uniformed patrol and permit them to extend a wide coverage in other directions, as well as possibly cut down on the necessity for a use of call police for beach duty.

Special Police.

The department uses seven "specials" for custodial purposes (boat landings, caretakers, etc.). Strictly speaking, these men are not police officers. They are deputized, wear police badges but no uniform, are not armed, are carried on the labor pay roll, and come under the civil service labor classification. For the most part, their police duty is

performed during the summer, and when not carrying on this function they work as laborers.

It is recommended that the use of these men for police purposes be discontinued and the work of policing be left entirely to members of the regular or recurrent temporary force. This is important, since, from the viewpoint of public relations, their work requires almost as much training and experience as a regular officer possesses. From a practical consideration, because they only hold violators until they can be turned over to the regular policeman, their work is an unnecessary duplication of the normal police task. It is important from the crime deterrent viewpoint that police officers be uniformed, but it would be unwise to place these special officers in uniform merely to give their work greater effectiveness.

Call Officers.

The Commission has concluded that the policing problem during the summer months, when the use of beaches, park reservations and parkways becomes heavy, makes the use of an additional patrol force necessary. This is illustrated by the following table which shows the number temporarily added over the last seven years:

Table Showing Number of Extra Officers Added During the Summer.

YEAR.	Call Officers.	Police Women.	Total.
1937	39	1	40
1936	40	1	41
1935	32	1	33
1934	32	1	33
1933	30	1	31
1932	20	1	21
1931	20	1	21
1930	22	1	23

This represents an annual increase of approximately 18 per cent in the department's regular personnel. A study of complaints by months, possibly with greater emphasis on a record system, may indicate that placing so many

extra officers in circulation does not of itself give assurance of more adequate policing. This matter should be studied carefully, at the same time keeping in mind the necessity for cutting hours of extra service to a minimum.

Chapter 416 of the Acts of 1937 redefined the provisions relating to the use of reserve policemen by the metropolitan police. It permitted call officers who, under the previous law, had served for at least five months in the aggregate to become members of the reserve force without any further action on the part of any officer or board. The provision extended to such officers a priority in the right of appointment to the regular force over any other members of the reserve force. This represents in effect an actual nullification of the usual civil service practice where merit guides appointment. Obviously the men whose rating placed them high on the list of call officers are usually steadily employed elsewhere and unwilling to accept temporary assignments. The result is that men farther down on the list, who had the time because of unemployment or other reasons, were those able to work five months or more and secure the preference given in this act. This preferential aspect is further open to criticism because it necessarily gives priority to older men at a time when the force needs to recruit younger personnel.

It is recommended that these provisions be repealed and the legislation proposed in Appendix B be substituted.

TRAFFIC CONTROL.

The department estimates that over three fourths of its work is directed toward the control of traffic, — a phase of its policing function it necessarily emphasizes. Approximately 62 per cent of the arrests over the last five years have been for traffic violations.

Use of Accident Investigation Squads.

However, no specialized units other than traffic officers at certain dangerous points at times of peak pedestrian and vehicle loads are used in the department's attack upon the traffic control problem. It is therefore recommended that an accident prevention program be established, providing

for the continual use of an accident investigation squad in each of the districts. These squads do regular patrol duty except when investigating accidents or traffic problems.

In setting up these units and in developing the program, the department may capitalize upon its proximity to the Bureau for Street Traffic Research at Harvard University, and undoubtedly can draw upon it for much assistance. It is entirely possible that some co-operative relationships could be worked out by which the Bureau would be able to utilize the M. D. C. units for installing the latest advances in the field, and the State would thereby also benefit by improved quality of service.

Selection and Training for Accident Investigation.

Because of the necessity of emphasizing the traffic function, it is recommended that there be a general co-ordinating and recording authority in headquarters who could give all his time in the supervision of this phase of the department's work. This officer should preferably be a ranking one, and he could be given the title of director of accident investigation. His work would go beyond the supervision of these units, through the district captains, in that he would control the general traffic records and reports, make special studies and investigations, co-ordinate his work with the traffic engineering aspect of the metropolitan problem, conduct safety and traffic education programs, act as consultant to state and other agencies in pertinent affairs affecting the traffic problem, plan traffic beats, and in general develop a continuous program of accident prevention for the area.

Two men in a special traffic investigation car on each shift should be assigned in each district. Personnel for these squads should be selected from among the more interested and ambitious men in the department. They should be given a special training course with some additional supervised field work. Subjects of which the following are illustrative should be considered:

1. General aspects of the traffic problem and its development in the metropolitan area.
2. Functions of accident investigation squads.
3. Traffic education for the public.

4. Co-operation and co-ordination of efforts with local police traffic units.
5. Selective enforcement.
6. Rules of evidence.
7. Accident squad procedure.
8. Legal aspects of photography.
9. Physical laws governing the operation of a motor vehicle.

Here, again, it would be possible to draw upon the Harvard Bureau and upon officials of the Safety Division of the International Association of Chiefs of Police to assist with this instruction.

Fortunately there are two officers of the department who have passed through the traffic course at Harvard, and whose services could be put to productive use in this program. Already these officers have been of service in laying the basis for an intelligent and scientific approach to the traffic problem of the department. In addition, the 1936-37 W. P. A. traffic survey has disclosed a wealth of applicable information.

Office and Equipment.

The director of accident investigation should be assigned desk space at headquarters and given all necessary filing and office equipment.

It is recommended that each car be fitted out with the necessary equipment for the investigation of accidents. A list of this equipment may be secured from the Harvard Bureau and should include a 4 by 5 Speed Graphic camera with the accessories necessary for night photography, a James decelerometer for testing brakes, a 100-foot steel measuring tape, flares, complete first-aid equipment, etc.

Traffic Records and Reports.

Effective traffic control comes only through a process of reporting, recording, analyses and the intelligent use of pertinent statistical data. The importance of records and reports cannot be minimized. Fortunately, the two officers who attended the course at Harvard have been installing the basic traffic record system in each division, making spot maps, and building up an effective record

system. This should be continued and expanded as rapidly as the personnel of the department can absorb them.

INVESTIGATION.

Crime and complaint investigation quantitatively may not be as important a phase of M. D. C. police work as it is of municipal or State Police activity, but it is none the less essential that the investigational activity be productive of successful results.

Central Investigation Control.

At present there is a detective sergeant permanently stationed at headquarters, who handles the complaints received there and various other matters of major importance. Plain-clothes officers are distributed among the several divisions as follows:

Table showing Number and Distribution of Detectives.

Blue Hills	1
Middlesex Fells	1
Charles River, Lower	3 ¹
Charles River, Upper	1
Revere Beach	2
Nantasket	—
Total	8

These officers are under the direct supervision of the divisional captain, and receive their assignments through him. The detective sergeant enters the picture only when he is called upon for review or assistance.

It is recommended that all officers assigned to detective duty work directly under the supervision of the detective sergeant and receive their assignments from him. In practice this would mean that, while the investigation unit would be considered as working out of headquarters, its personnel could be assigned to the divisions. Transfers, however, could be made much more readily as the need arose.

¹ Also a police woman.

Detective Assignments.

The department is to be commended upon its practice of giving patrolmen credit for good detection and apprehension work which they may have initially accomplished and which has been carried to completion by the detective force. For this reason there is exhibited none of the normal animosity somewhat characteristic of detective-patrolmen relations in police administration. However, it is apparent that the practice of not assigning minor cases to beat officers for investigation, and the exclusive use of detectives therefor, can result only in keeping the level of successful investigation relatively static. It is important that uniformed members of the force be given an opportunity to disclose their investigational qualities, so they may be put to use; and the present system does not allow for this. It is suggested that consideration be given to such an arrangement, and that the investigational work assigned to beat officers be checked and reported upon by the detective sergeant.

In this connection it is interesting to note the approximate number of years over which the detectives have kept the same rank. This is shown by the following table:

Table showing Number of Years of Investigational Assignment of Present Detectives.

YEARS.	Number of Men.
18	1
12	1
11	1
9	1
8	1
6	2
5	1

The foregoing table indicates a certain rigidity in assignments, whereby the classification of "detective" is given the prestige of a vested and special rank. It is recommended

that detectives be assigned for varying periods by the superintendent and sergeant of detectives. They should be returned to patrol or other duty when other officers appear to merit the opportunity to engage in investigational work, or whenever it appears that a detective would benefit by a change to patrol duty. This serves several purposes, including the vitalizing of investigational work with the introduction of a new and competitive spirit and the increased mobility and experience of the department's personnel. Moreover, it should result in higher morale by virtue of equal opportunity to all. This mobility in assignment also allows ranking officers to turn over cases of certain types to officers with demonstrated ability to handle them.

Training of Detectives.

If members of the regular patrol are given the opportunity to handle misdemeanor and other minor cases on their beats in the course of their ordinary patrol, they should profit by the experience. In the same way, patrolmen assigned temporarily to detection work have an opportunity to secure a varied police experience. In order to obtain the maximum result from this procedure it is suggested that some emphasis be placed, currently as well as during the annual training periods, on training in investigational techniques. In this connection it would be well to utilize the assistance and advice of the investigation units of the Boston and state police forces.

By a careful study and analysis of the success of the efforts of those selected for detective assignments, and the emphasis on investigational training, the superintendent and detective sergeant should be able to build up an investigational unit composed of men whose ability to "crack" cases and prepare acceptable court evidence is demonstrated.

Use of Identification and Records Facilities.

With a more complete and modern police record system, some parts of which are treated in Chapter VII, the investigational unit will be able to rely more on the department's

own facilities for leads and information. The present practice of using the Boston and state police identification and record facilities, however, is commendable and should be the usual step in conducting investigations.

Because of the type of police problem now handled by the metropolitan police, with few felonies and major cases, the building of a complete identification and *modus operandi* system would be an unnecessary and expensive duplication of existing facilities available in the community. However, as the crime problem develops in any of its particular features peculiar to the metropolitan policing problem, the department should not hesitate to set up such special investigational aids as may be necessary.

Additional Scope of Departmental Investigation.

Besides the normal complaint and case investigations, the detective sergeant conducts confidential investigations for the superintendent and the Metropolitan District Commission in both police and non-police matters. This arrangement, so long as it does not interfere with police business, is an acceptable one. Included are investigations of all public complaints against police officers (incivility, discourtesy, etc.), and it is noteworthy that these complaints, if found valid, result in disciplinary action. Applications for driveways or entrances to properties adjoining the various reservations are investigated to determine whether or not the safety of the public or the convenience of the community will be impaired by the projected driveway. Investigational work with respect to claims against the State for liability are also conducted for the Attorney General.

The detective sergeant conducts two other types of investigations. He observes the operation of the divisional offices and the conduct of the officers on beats and in court, reporting conditions and observations to the superintendent for any necessary action. It is also his responsibility to conduct the detailed character examination of police department applicants, a phase of the recruitment process which is discussed in Chapter IV. This use of the detective

unit as an arm of the department's administration is an acceptable one.

CRIME PREVENTION.

A Crime Prevention Program.

The nature of a high per cent of the arrests, as revealed by the tables of offences reported by the department, makes it obvious that crime prevention should be emphasized to a higher degree than is now being done. This work strikes at the causes of crime and by adequate prevention efforts should result in cutting down on its occurrence. It is recommended that the department take definite steps in a crime preventional program as part of a conscious effort to prevent criminal action.

The Police Woman.

The department uses one permanent police woman, and adds another during the summer months. Undoubtedly much of their work is of a crime preventive nature. While this emphasis is commendable, it is probably also true that a great deal of their work is with juveniles and women and necessarily localized within a small area coverage, which leaves much yet to be done.

The Prevention Work of Patrols.

As part of a crime prevention program, the observation and effective reporting of nascent crime conditions by beat officers presents great possibilities. They have an opportunity of observing the juvenile delinquent, the known violator, the drug or vicious habit addict, the mental defective and other potential criminals, and of acting upon their observation. This may be done by social work on the spot, which requires a well-trained officer, or by informing such public or private bodies that may be interested or concerned. Beyond this, the routine work of the beat officer in taking certain persons into custody, removing potential sources of danger, policing focal spots where criminal acts seem prevalent, sensing potential offences before they can occur, etc., may also be construed as crime prevention.

Program Procedure.

It is not necessary to set up any specialized crime prevention unit to carry out the program. Instead, the men should be continually instructed, as part of the training program, in the causes of crime and delinquency and the appropriate steps to be taken. This instructional work is basic and highly important, since it is necessary that the officer shall be neither indifferent nor interfering.

CHAPTER V.

RECORDS, COMMUNICATIONS AND EQUIPMENT.

Modern systems of police records and communications, and adequate police, motor and other equipment may well be designated as the eyes, ears and arms of police administration. They provide essential aids to all police activity, including its law-enforcement phases.

POLICE RECORDS.

Police records perform a dual function. They are important not only as an official memory in permanent written form, but also as a device for controlling the multitude of daily operations. The latter feature is given special emphasis in the following recommendations:

A major criticism of the present records system is its failure to use the data recorded as a method of administrative control. An exception to this is the traffic records system now being installed. This shortcoming is necessarily inherent in such a highly decentralized system as now obtains, in which each division acts more or less autonomously and independently of headquarters. This is largely due to the fact that the headquarters office is one of comparatively recent establishment.

It is recommended that the record system be centralized at headquarters and active use made thereof. It is especially essential that pertinent data flow periodically thereto; that it be classified and analyzed; and that it be systematically and carefully reviewed and passed on, if necessary, to officers responsible for further action. In no case should control records merely be deposited and filed.

Use of a Specialized Records Officer.

The organization in the headquarters office for this expanded use of the records system has been proposed in Chapter II on "Organization." As a major activity of the

headquarters office, it will eventually require the full-time services of a records officer. It will be necessary for this officer to devote considerable time initially to a study of modern police records and to utilize the experience of neighboring police forces which are doing an adequate task in maintaining usable records systems for control purposes. His function should serve as an arm of the superintendent in auditing the work of each division, in following the progress of criminal investigations, and in assuring the supervisory officers that the business of the department is finally and fully cared for. He should be able to discover useful leads, discontinuances without authority, violations of orders regarding police activity, and other irregularities which defeat the successful prosecution of police work. The value of the system will depend much on the resourcefulness of this officer.

Another important function of the records officer is the maintenance of spot maps of the location of specific types of crimes. Statistical analyses, showing the time of day, week or season when offences are committed, objects against which committed, the *modus operandi* employed, proportions of the various types of offences reported, etc., will be of great value in the determination of whether the force is properly distributed, is adequate in numbers, and is employing the proper strategy in combating crime. These analyses are important, since data secured from a modern police records system, when properly correlated, interpreted and presented, can be of immeasurable assistance in almost all phases of police activities.

The records officer is also in the position of initiating changes in the form and type of records used as rapidly as they can be properly accomplished and absorbed. In this connection he may assist district desk officers in the posting and use of the records which are necessarily maintained in the various districts.

Changes in Specific Records.

An acceptable system of records relating to traffic is being installed as rapidly as the districts can absorb it, and this

portion of the record system is well on the way to maximum usefulness. Bound ledgers, which are still used for certain records, have many shortcomings, and in general it will be found that sheet or card forms, in single copies, in uniform size wherever possible, have many advantages over ledgers. This is especially so where the forms are continually consulted, when additional copies are found necessary, or when it is desirable to take certain items of information off rapidly for statistical purposes. A number of the forms could well be revised to eliminate unnecessary information or add other spaces. In some cases it will be found that new forms will be necessary, and certain of those now in use may be eliminated or the information required thereon consolidated on another form. In connection with a modernization of the records system it will prove advisable to add to the post-entry instruction of the men a session on the proper use and importance of forms filed by them. It is also suggested that any necessary instructions regarding the filling out of forms be mimeographed and distributed to the force for study.

There is at present no criminal complaint form, nor any adequate substitute for one. It is about this report that the entire crime records system should be built. Nor is there an adequate follow-up system of criminal investigation control now in operation. This is an essential part of the records system and represents the method whereby every criminal complaint or other matter requiring attention is inspected by a records officer to determine whether proper and timely action has been taken. It is the periodic check-up, and should result in periodic reports, until some final disposition is made of all cases not completely disposed of at the time of the original report.

Two other recommendations involve the use of a more complete and standard daily report in place of the one now filed by each division, and the initiation of a consolidated monthly report. For these purposes the standard form of the Committee on Uniform Crime Records of the International Association of Chiefs of Police should be considered for adaptation. These tie in with the national system of

uniform crime reporting operated by the Federal Bureau of Investigation.

It is commendable that the annual report is issued so soon after the first of the year. However, it is capable of considerable expansion, interpretation of data, analysis of police operations, and the presentation of measures of the department's activities, such as the proportion of offences cleared by arrest, per cent of convictions obtained, and the like. Until superior officers are fully informed on such points, they will continue to operate without knowledge of the results secured by the rank and file.

COMMUNICATIONS.

The communication system has as its object the making of police assistance available as quickly as possible. The virtue in its use lies in its successful use in apprehending violators during the commission of an offence or as quickly thereafter as possible.

Recall Lights and Telephone Boxes.

Signal recall lights are located in all divisions except in the Blue Hills. At Nantasket Beach the one light is placed on the station; and the two at Revere Beach are located, one on the station and the other at the traffic circle. These lights are visible from most points along the respective beaches. About two thirds of Middlesex Fells is covered by the recall system. The Boston side of the Charles River Basin and the Cambridge side all the way up is dotted with signal lights.

In connection with signal recall lights there is worth mentioning a very practical arrangement which the Metropolitan District Commission has with out-of-way service stations, restaurants, etc. The Commission puts a red light on or near the building, connected directly with the owner's electric light circuit. The cost of electricity is paid by the owner and not by the Commission. In this way the establishments can call officers when they need them, and, moreover, the division headquarters can telephone the establishment, have the light turned on, and summon the officer on

the beat. This arrangement is economical and works out very well for all concerned.

Telephone boxes are well placed in the patrolled sections of the Metropolitan District. The boxes and lights are not together but are located near each other.

Teletype System.

A teletype system is extensively used by the M. D. C. police. At the central headquarters there are two Bell System teletypes, one to cover the suburban area and the other covering the divisional hook-up. The first goes directly to twenty-nine cities and towns within greater Boston, the State Police and via the State Police to the several state units, the Registry of Motor Vehicles, the Adjutant General's office and the Probation Board. The divisional circuit is directly connected with the teletype in each division and provides continuous service. At the central office most teletypes are together, and each can be operated by one man merely turning in his chair.

The total annual cost of the teletype system is approximately \$4,200, including normal maintenance needs.

The monthly rentals are —

M. D. C. system (headquarters and 6 stations)	\$291 75
Suburban system (headquarters)	41 50
	<hr/>
Total monthly rental charge	\$333 25

Projected Police Radio.

The Commission on Taxation and Public Expenditures has given serious consideration to the need and practicality of a two-way radio for metropolitan police use. This is now in the experimental stage.

Extent of Testing. — With the assistance of Federal and state funds, an excellent program of research and experimentation is currently being prosecuted. An ultra-high frequency antenna system — high voltage power supply and a 500-watt radio frequency power amplifier — has been designed and constructed at headquarters. The test trans-

mitter now in use has been built by the radio engineers for this temporary purpose only. The tower on the M. D. C. building, erected for transmitting purposes, rises 257 feet above the street level. In addition, three cars have been equipped with radios. Two of these are used exclusively for field strength testing purposes, and the third is assigned to regular duty alternating from time to time with one of the others. Test messages are sent out usually in low frequency and messages sent back in high frequency.

By means of a W. P. A. project¹ some very excellent testing has been done and valuable records, reports and recommendations formulated.

Radio Cost to Date. — Any consideration of the use and value of a police radio must also be weighted in terms of initial and operating costs.

The following cost data tells its own story. Disregarding Federal aid by way of a W. P. A. project, the total installation will have cost the State in excess of \$40,000 in installation expense. The total estimated annual operating expense will probably exceed \$12,000 of which over \$11,000 will represent recurring personnel expense.

‡ The following table indicates the approximate expenditures for the probationary policy system to January 1, 1938:

Amount Spent to Date.

Labor:	
Federal funds (W. P. A.)	\$20,969 81
State funds	—
Total	\$20,969 81
Materials:	
Federal funds	\$817 92
State funds	12,713 62
Total	\$13,531 54
Grand total to January 1, 1938	\$34,501 35

¹ Official Project No. 165-14-6999; Work Project No. 6240-12083, Mr. William Gould, project supervisor; now operating about one and one quarter years; personnel limit of 14 persons.

Approximately 38 per cent of this expenditure has come from state funds, all of which have been expended for materials.

Necessary Expenditure for Completion. — The cost of completing the installation has been estimated as between \$26,000 and \$29,000.¹ This entails an expenditure of \$19,116, which is the cost of equipping 27 additional cars (bringing the total number to 30). In addition, between \$5,000 and \$8,000 more must be expended on transmitting equipment for the central office. Necessary repair shop equipment is estimated at \$2,000.

Annual Cost of Maintenance. — The estimated annual cost of maintenance given by the personnel of the W. P. A. Radio Survey project, is as follows:

Headquarters transmitter	\$600 00
3 division station receivers	40 00
30 two-way equipped patrol cars	450 00
2 monthly private telephone rentals between headquarters and divisions	47 75
	\$1,137 75

It has been recommended by the radio project that a radio engineer, four police dispatchers (officers), and a radio station operator be stationed at the fixed transmitter unit at headquarters. The officers in the cars will consist of regular personnel.

This additional personnel will represent a minimum additional personnel expenditure of \$17,400, as follows:

No.	POSITION.	Salary Range.
1	Engineer	\$3,000 to \$4,000
4	Dispatcher ²	1,600 to 2,100

¹ Estimates used throughout represent those of W. P. A. project and represent maximum figures.

² It has been recommended in the Radio Survey that these men be sergeants. The rates above are base rates for regulars because there is no good reason for using ranking officers in this work. Once dispatchers are trained, this need not represent additional personnel.

Need and Advisability of Radio. — In the reports and plans of the Commission relative to the police radio, the following objectives appear:

1. To provide ready communication between the public and the police;
2. To provide for communication between the patrolmen and their senior officers, both in the division stations and in the field;
3. To provide for instantaneous and dependable communication between the police department of the M. D. C. and the police and health departments of the 43 municipalities of the metropolitan area;
4. To provide for communication from the M. D. C. general headquarters to automobiles of police and health officers and river police boats; and
5. To provide a dependable communication system between its headquarters and its outlying water supply territory in time of emergency.

The question has been repeatedly raised as to whether the fulfillment of these objectives by the use of a police radio is important enough to warrant its installation and operation. Undoubtedly this question has arisen because there is serious doubt as to whether a department, with the type of crime problem the M. D. C. force now has, or in the near future may expect to have, shows sufficient need of a police radio to warrant the initial and operating cost. There has been no little question raised during the course of the survey as to this element of necessity and potential value. In making this evaluation in relation to the work of the department, there appear to be two major questions. One is whether or not the police problem is of the type which would require the use of rapid transmission of a high percentage of essential messages in order to make the normal business of police more effective. The other is whether or not the area is sufficiently covered at present by other methods of police communication.

The police problem faced by the metropolitan police has been illustrated in Chapter I. The use of a police radio in traffic control and for motor vehicle law violations is necessarily restricted, yet 58 per cent of the cases over the last five years have been of this type. A study of the criminal cases reveals that a very small per cent of them

are of the type in which the use of a radio could possibly be construed as necessary in apprehending criminals while committing a felonious act or while leaving the scene. It is probably safe to say that the majority of these crimes do not lend themselves to much greater success in curbing or apprehension through rapid transmission of messages concerning them. Undoubtedly a large number of these were apprehensions made in the course of normal patrol duty, in which, consequently, communication played no part.

On the other side of the picture is the potential increase in the number of apprehensions and the opportunity of rendering a more comprehensive protection coverage afforded by a police radio. Here, again, any consideration of potential increased coverage secured because of radio is open to question where practically none of the usual social and economic conditions are encountered to make the use of radio profitable enough. Neither is there sufficient population to be served nor wealth to be guarded in the area now patrolled by the force to make the problem one of unusual gravity.

The fact that the area is fairly well covered now by local police radios adds to the doubts already raised as to the wisdom and practicability of a police radio. Table 5 gives a listing of cities and towns in the metropolitan area with radio transmitters. These represent well over a third of the area, and there is every reason to anticipate some additional expansion in local police radio units. It has also been argued that the topography of the policed area and the extensive (348 miles) mileage of patrolled roadways make the effective coverage by the use of other methods of communication difficult, if not impossible. This is true, but the argument becomes invalid when we consider again that there is relatively no police problem in these unpopulated areas which requires the extensive use of rapid communication; that is, the elements of speed, reliability and secrecy provided at considerable cost by police radio are to a great degree wasted in connection with police business in these areas.

Much emphasis has also been placed on the possible value of an M. D. C. radio in the apprehension of criminals escaping on arterial highways patrolled by the department, where police radios or other communities are interlocked therewith. Messages of this kind are not frequent when compared with normal police business, and the teletype and recall light system already provide a similar method, even if somewhat slower.

On the other hand, it must be recognized that the time may soon come when it is possible that the multiplicity of police radios may cause an interference which, together with consideration of economy, would make it advisable to use a central broadcasting unit for all radios in the area. The load on the police radio of the city of Boston probably makes the use of this unit inadvisable, and places the task more logically in the metropolitan police system. This, obviously, could be done more expediently if the metropolitan police department already had facilities available, and might justify continuance through the testing stage, especially since so much has already been done and expenditures made.

With these considerations of need, cost and potential use in mind, and with no reflection on the progressive spirit that has motivated the desire for a metropolitan police radio, it is recommended that the Commission discontinue its plans for full use of the radio and anticipated expansion. The wealth of data collected by the W. P. A. project is by no means lost effort. Any temporary loss would be greatly offset by the economies possible by this action.

TABLE 5. — *Cities and Towns in the Metropolitan Area Equipped with Police Radio.**High Frequency.*

Call Letters.	LICENSES.	Transmitter Location Fixed.	Number Mobile or Portable.	Power (Watts).
WIXBA	Arlington	Arlington	5	5
WIXAC	Boston	Boston	78	1,500
WIXAX	Brookline	Brookline	7	50
WIXCE	Cambridge	Cambridge	7	50
	Cohasset	Cohasset	1	—
WIXFQ	Hingham	Hingham	2	30
WIXDW	Hull	Hull (central fire station)	10	—
WIXBY	Medford	Medford	6	15
WIXHY	Norwood	Norwood	2	20
WIXBL	Quincy	Quincy (police dept.)	11	150
WIXNM-P	Revere	Revere	4	15

Low Frequency.

Call Letters.	LICENSES.	Transmitter Location.	Frequency (Kilocycle).	Power (Watts).
WPED	Arlington	Arlington	1712	100
WPGU	Cohasset	Cohasset	1712	50
WAKF	Everett	Everett	1712	50
WPHG	Medford	Medford	1712	50
WMPN	Needham	Needham	1712	50
WPFA	Newton	Newton	1712	50
WPEH	Somerville	Somerville	1712	100

EQUIPMENT AND BUILDING MAINTENANCE.

The task of maintaining and controlling police equipment, and of station house upkeep is one normally delegated to the department as incidental but necessary to its activities.

Motor Equipment.

The department now has 25 motor cars for patrol, 3 ambulances, 3 patrol wagons, and 11 motorcycles. Two of the patrol cars are temporarily assigned to radio test work.

UNIT.	Number of Patrol Cars.	Number of Motor-cycles.	Number of Am-bulances.	Number of Patrol Wagons.	Total.	Horses.
Headquarters ¹	1	-	-	-	1	-
Charles River, Upper Division.	5	2	-	1	8	-
Blue Hills Division	5	3	1	-	9	11
Middlesex Fells Division	5	2	1	-	8	5
Revere Beach Division	4	2	1	1	8	-
Charles River, Lower Division.	3	1	-	1	5	-
Nantasket Division	-	1	-	-	1	-
Totals	23	11	3	3	40	16

¹ Also have 2 radio test cars.

Table No. 6 shows the distribution of this equipment, type, months of service, and mileage to December 9, 1937. The current allocations to divisions may be recapitulated as follows (in addition, horses have been included):

TABLE 6. — *M. D. C. Police Motor Equipment, December 9, 1937.*
Police Cars.

DIVISION.	M. D. C. No.	Type.	Date of Purchase.	Number of Months of Service.	Mileage to Date.
Headquarters	38	V-8	Mar. 20, 1937	9	6,799
Blue Hills	54 ¹	Sedan	Jan. 7, 1937	11	54,835
Blue Hills	66 ¹	Sedan	Oct. 7, 1936	14	63,560
Blue Hills	93	Sedan	Sept. 10, 1937	3	12,849
Blue Hills	126	Sedan	Sept. 10, 1937	3	14,972
Blue Hills	127	Sedan	June 11, 1937	6	29,955
Blue Hills	190	Ambulance	Mar. 5, 1936	21	4,056
Charles River, Upper	32 ¹	Sedan	Dec. 31, 1936	11	59,249
Charles River, Upper	64	Sedan	Mar. 30, 1937	8	38,465
Charles River, Upper	65	Sedan	May 13, 1937	7	37,026
Charles River, Upper	68	Sedan	Sept. 19, 1936	15	27,357
Charles River, Upper	130	Sedan	June 5, 1937	6	34,139
Charles River, Upper	98	Patrol wagon	- 1927	-	9,814
Middlesex Fells	49	Sedan	Jan. 12, 1937	11	45,423
Middlesex Fells	88 ¹	Sedan	Jan. 12, 1937	11	68,080
Middlesex Fells	109	Sedan	Sept. 27, 1937	2	3,289
Middlesex Fells	128	Sedan	July 28, 1937	4	10,012
Middlesex Fells	188	Sedan	Dec. 5, 1935	24	2,742
Middlesex Fells	191	Ambulance	Jan. 24, 1936	22	2,742
Revere Beach	42 ¹	Sedan	June 6, 1936	18	71,026
Revere Beach	92 ¹	Sedan	June 6, 1936	18	70,443
Revere Beach	119	Sedan	May 25, 1937	6	11,861
Revere Beach	129 ¹	Sedan	June 8, 1936	18	78,131
Revere Beach	133	Ambulance	May 7, 1930	91	24,809
Revere Beach	159	Patrol wagon	Mar. 7, 1934	45	6,708
Charles River Basin	73	Sedan	Dec. 31, 1936	11	18,360
Charles River Basin	108	Sedan	Sept. 15, 1937	3	4,762
Charles River Basin	131	Sedan	May 12, 1936	19	42,777
Charles River Basin	192	Patrol wagon	Jan. 30, 1936	22	3,563
Radio (test cars)	197	Sedan	Apr. 22, 1936	20	24,716
Radio (test cars)	198	Sedan	Apr. 22, 1936	20	19,282

¹ This car was replaced during December, 1937.

TABLE 6. — *M. D. C. Police Motor Equipment, December 9, 1937* — Concluded.*Motorcycles.*

DIVISION.	M. D. C. No.	Type.	Date of Purchase.	Number of Months of Service.	Mileage to Date.
Charles River, Upper	9	Chief	May 29, 1936	18	11,520
Charles River, Upper	12 ¹	74	Apr. 29, 1932	66	31,135
Blue Hills	1	Chief	May 28, 1936	18	10,488
Blue Hills	2	Chief	May 28, 1936	18	14,582
Blue Hills	3	Chief	May 28, 1936	18	10,033
Middlesex Fells	5 ¹	Chief	Dec. 13, 1932	60	12,680
Middlesex Fells	7 ¹	Chief	May 19, 1932	67	14,909
Revere Beach	10	Chief	May 29, 1936	18	14,228
Revere Beach	11 ¹	Chief	May 4, 1932	67	21,056
Charles River Basin	4	Chief	May 29, 1936	18	6,507
Nantasket	8 ¹	Chief	— 1932	—	20,000

¹ This motorcycle was replaced during December, 1937.

A study of the normal beat assignments in each of the divisions brings out a question as to the need for so much motor equipment. It would appear that the normal personnel assignment during the night, for instance, when only thirteen patrol cars are necessary, indicates too much automotive equipment.

Furthermore, it may be pointed out that the mileage per month for ambulances and patrol wagons indicates that the department has too many of, and too little need for, these specialized vehicles. On the average, ambulances have made 9 calls each per month and patrol wagons 11, in 1937. The following table illustrates the point:

VEHICLE.	Miles per Month.
Ambulance	193
Patrol wagon	8.2
Ambulance	125
Ambulance	273
Patrol wagon	149
Patrol wagon	162

Certainly, the number of cases do not seem to justify the highly motorized patrol; and it must also be borne in mind

that local police departments exert continual coverage of the fringes of M. D. C. property, and are always available for assistance.

Control Over Repair and Maintenance of Motor Equipment.

The Commission operates 191 motor vehicles for park, water and sewer work, excluding tractors, trailers, sweepers, basin cleaners and graders, so that the police motor equipment constitutes 21 per cent of the total. Most heavy repairs are done in privately operated garages; the remainder being done by the Commission's auto repair force of 6 motor foremen, 15 motor repairmen and 7 laborers.

For the purpose of this study, the primary concern is that the police equipment be serviced quickly and properly. However, it should be pointed out that the study of the Metropolitan District Commission finds that the average cost of repairing park division vehicles (of which approximately one fourth are those of the police department) was \$264 per vehicle. This factor has not been reviewed in detail, but it indicates either the need for replacements or the necessity of a more efficient procedure for repairs and maintenance. It is apparent from the ages of police equipment, as shown in Table 5, that they are fairly new (although this factor is by no means the sole valid index to the need for replacement).

It is recommended that emphasis be placed on motor equipment control in each district, and that the records clerk keep the proper cost records at headquarters. The major servicing of vehicles can be carried on in the M. D. C. central garage, as recommended in Part XIII of the Commission's report. However, a more accurate control record system is necessary. At present cards are kept on each vehicle, but there is necessary a more accurate time distribution for M. D. C. labor. This would involve the charging of labor to the police department, by vehicle worked on, and periodically making this data available to the headquarters' unit in order that serviceability, replacements, bad usage, etc., may be acted upon.

Building Maintenance.

It is recommended that matrons, janitors, etc., including summer bathhouse attendants, be placed under the supervision of the district captain. For purposes of organization, these may be grouped within the equipment and building maintenance function.

CHAPTER VI.

SUMMARY OF RECOMMENDATIONS.

The following summary of recommendations is based on the various findings set forth in this study on the administration and operation of the metropolitan police department.

To facilitate the orderly grouping of these recommendations, they have been segregated in the following categories:

A. Those requiring legislative action.

B. Those requiring administrative action by the Civil Service Board, or Division of Personnel and Standardization.

C. Those requiring administrative action by the Metropolitan District Commission, the metropolitan police department, or both.

Page references to the supporting textual data are given with each recommended item.

A. RECOMMENDATIONS REQUIRING LEGISLATIVE ACTION.

It is recommended that —

1. The usual authority to arrest, serve civil process, etc., given metropolitan police officers be extended to that portion of the Commission's park reservation which lies within the town of Randolph and which is at present the only area in which this authority has not legally been extended (see page 13);

2. The authority to assign officers to divisions and to transfer them, now the responsibility of the Metropolitan District Commission, be given to the superintendent of police (see page 31);

3. The Commissioner of the Metropolitan District Commission, rather than the Commission itself by majority vote, be responsible for the selection of personnel for promotion from civil service eligible lists (see page 39);

4. The police officers be subjected to a physical examination for promotion as well as for recruitment, and that the law be clarified to permit this¹ (see page 40);

5. The probationary period be installed as part of the promotional process, and that each promoted officer show and prove his qualities of leadership and ability before his promotion becomes permanent¹ (see page 40);

6. The personnel of the disciplinary board be composed of three ranking officers appointed by the Commissioner at the time disciplinary action appears necessary, instead of the Commission itself (see page 45);

7. The present legal provisions relating to call officers, whereby preference is extended to those with certain service, be repealed and admissions to the regular force be made in the order found on civil service eligible lists (see page 54).

B. RECOMMENDATIONS REQUIRING ADMINISTRATIVE ACTION BY THE CIVIL SERVICE BOARD OR OTHER STATE AGENCY.

It is recommended that —

1. The age requirement for entrance into the force be lowered to include a minimum age of twenty-one and a maximum age of thirty years, in place of the twenty-five to thirty-five age limitation currently imposed, the same to be effective at time of appointment to the force (see page 33);

2. The height and weight requirements to be made stricter, and they be related by means of a height and weight schedule (see page 33);

3. The use of police adaptability and other aptitude tests be initiated for police applicants in place of examination on the basis of the Police Manual; or, failing this, that a high school education or its equivalent in training and experience be made an entrance qualification (see page 36);

4. Oral examinations be used primarily to eliminate candidates who obviously should not be appointed, instead of attempting to grade them (see page 40).

¹ Legislation for this not included in the appendices of this report. See Part XV of Commission's report.

C. RECOMMENDATIONS REQUIRING ACTION BY THE METROPOLITAN DISTRICT COMMISSION, THE POLICE DIVISION OR BOTH.

It is recommended that —

1. The police function be separated from the park operation and maintenance function, and that police supervisory officials be relieved of the duty of administering park labor crews¹ (see page 24);

2. The police department be made a division and given an organizational status similar to that of the other major divisions within the Metropolitan District Commission¹ (see page 24);

3. The internal organization of the police department be arranged in functional units as shown in Chart 3. These cover the major operative units of patrol; traffic control; investigation; and records and communications (see page 26);

4. In place of the six divisions now used for the geographical organization of police work, three districts be substituted covering the northern, central and southern portions of the Metropolitan District, respectively; and that minor changes in the reallocation of district areas be made (see page 28);

5. As part of the character examination of police applicants, each be fingerprinted and the prints be checked with the fingerprint files of other police agencies² (see page 38);

6. All present members of the force, whose prints are not on file, be fingerprinted (see page 38);

7. The probationary period be more stringently applied as the last item in the recruitment process, and provision for a detailed review of the work of each recruit for the first six months, with a positive method of acceptance or rejection, be instituted² (see page 39);

8. The compensation plan for metropolitan police sergeants and lieutenants be revised sufficiently to carry out the idea of wage incentives along the lines proposed in the text³ (see page 41);

¹ This recommendation is contained in the report of the Metropolitan District Commission.

² In co-operation with the Civil Service Board.

³ In conjunction with the Division of Personnel and Standardization of the Commission on Administration and Finance.

9. The system of relief days be lowered from one relief day in eight to one in seven in order to place the treatment of the department's personnel on a level with that accorded other state employees (see page 44);

10. Periodic physical examination of the entire force be instituted, and the results furnished each officer and posted on his roster card (see page 44);

11. The personnel of the Board of Discipline be changed from the M. D. C. Commissioners to a Board of Ranking Officers (see page 45);

12. The life guards be deputized and formed in a beach patrol unit under the supervision of the ranking officers in each district, and have the additional function of observing violations of law and rules on the beaches (see page 52);

13. The use of "special" custodian police be discontinued and the function transferred to the regular force (see page 52);

14. An accident prevention program be installed providing for the continual use of an accident investigation squad in each of the three districts (see page 54);

15. A ranking officer be permanently stationed at headquarters to supervise, control, co-ordinate and study the traffic work of the units; and that he be given the supplementary title of director of accident investigation (see page 55);

16. Each traffic investigation squad car be equipped with all equipment necessary for the investigation of accidents (see page 56);

17. There be set up an investigational unit operating from headquarters and under the direct supervision of the detective sergeant (see page 57);

18. Detectives be assigned for varying periods, instead of permanently, to the rank of detective; and that they be returned to patrol duty when other officers appear to merit the opportunity, or whenever a detective or the police service would benefit by the change (see page 59);

19. The department institute a crime prevention program, to be executed by the entire police force (see page 61);

20. The record system be centralized as much as possible

in headquarters, and more effective use made thereof through control procedures (see page 63);

21. The Commission discontinue its plan and arrangements for a police radio as unnecessary and expensive, and that it liquidate its present investment (see page 72).

POSSIBLE SAVINGS.

Significant economic savings and conservation of human values, not translatable into dollars and cents, must inevitably come from the application of such recommendations as for a specialized attack on traffic accidents and casualties; the establishment of a crime-prevention program looking especially toward juvenile delinquency; and the use of a more adequate police record system in combating crime. These savings are possible because police administration is particularly susceptible to the application of the principle that intelligent prevention is fundamentally of greater significance than the apprehension and detection activities.

It is estimated that the tangible economies which are possible, both directly and indirectly, from the recommendations contained in this report would be approximately \$77,500. A portion of this is recurrent annual expense. This does not contemplate the release of regular personnel, but includes the transfer of three police captains to park work. It is hoped that the installation of certain of the recommendations will cut down the need for more call police, and that the future consolidation of stations, and the resultant reassignment of beats, will release personnel for other duties. The elimination of the radio will also make up part of this. Some savings in the maintenance cost of one large police station in the central district in place of two may also be anticipated. Not computed as part of this estimate, but none the less real, are the savings on the retirement system by the induction of young men into the force, — made possible by a revision of the present minimum and maximum age limitations.

PROPOSED LEGISLATION.

APPENDIX A.

The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Thirty-Eight.

AN ACT REGULATING THE ASSIGNMENT, TRANSFER AND PROMOTION OF CERTAIN OFFICERS AND EMPLOYEES OF THE METROPOLITAN DISTRICT COMMISSION.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1 Chapter twenty-eight of the General Laws, as most
2 recently amended in section four by section two of
3 chapter two hundred and forty-four of the acts of nine-
4 teen hundred and thirty-six, is hereby further amended
5 by striking out said section four and inserting in place
6 thereof the following: —

7 *Section 4.* The commissioners may appoint and re-
8 move a secretary, engineering chiefs, a purchasing
9 agent, engineers, inspectors, officers and members of
10 the police force, one or more women as special police
11 officers, clerks and such other officers and employees as
12 the work of the commission may require. The secretary
13 shall be exempt from chapter thirty-one. The commis-
14 sioner may assign the aforesaid officers and employees,

15 except officers and members of the police force and
16 special police officers, to divisions, transfer them and
17 recommend them for promotion. The superintendent
18 of the police force may assign the officers and members
19 of the police force and the special police officers to
20 divisions, transfer them and recommend them for
21 promotion.

APPENDIX B.

The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Thirty-Eight.

AN ACT PROVIDING FOR A RESERVE POLICE FORCE FOR THE
METROPOLITAN DISTRICT COMMISSION.

*Be it enacted by the Senate and House of Representatives
in General Court assembled, and by the authority of the same,
as follows:*

1 Chapter ninety-two of the General Laws is hereby
2 amended by striking out section sixty-two A, inserted
3 by section one of chapter four hundred and sixteen of
4 the acts of nineteen hundred and thirty-seven, and
5 inserting in place thereof the following:—

6 *Section 62A.* All appointments of call officers to
7 the metropolitan district police shall be residents of
8 the municipalities wherein they have authority to act as
9 police officers, and are to be taken from the civil serv-
10 ice list as established by the civil service commission
11 for metropolitan police, in the same manner and order
12 as permanent officers are appointed to that force. And
13 any such call officers shall, while on duty, have all the
14 powers and authority conferred upon police officers of
15 the commission by section sixty-one.

APPENDIX C.

The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Thirty-Eight.

AN ACT RELATIVE TO THE POWERS AND DISCIPLINE OF THE
METROPOLITAN DISTRICT POLICE.

*Be it enacted by the Senate and House of Representatives
in General Court assembled, and by the authority of the same,
as follows:*

1 SECTION 1. Chapter ninety-two of the General
2 Laws is hereby amended by striking out section sixty-
3 one, as appearing in the Tercentenary Edition, and
4 inserting in place thereof the following:—
5 *Section 61.* The police appointed or employed by
6 the commission, except special women police officers,
7 shall have within the metropolitan parks district, and
8 within the towns outside said district wherein any of
9 the property of said district or of the metropolitan
10 water district or of either of the metropolitan sewerage
11 systems is situated, all the powers of police officers
12 and constables of towns of this commonwealth, except
13 the power of serving and executing civil process, and
14 when on duty may carry such weapons as the said
15 commission shall authorize. Such special women police
16 officers shall have all said powers, except in relation to
17 the service of civil process and to the carrying of weapons,
18 but only within said parks district.

1 SECTION 2. Said chapter ninety-two is hereby fur-
2 ther amended by inserting after section sixty-one the
3 following new section:—

4 *Section 61A.* The commissioner may organize said
5 police and make all needful rules and regulations for
6 their efficiency. He shall from time to time appoint
7 a trial board to hear evidence in such complaint against
8 part of the police force as the commissioner may deem
9 advisable to refer to such a board, which board shall
10 be composed of three officers of at least equal rank
11 with the officer against whom the complaint is made.
12 Said trial board shall report its findings to the com-
13 missioner who may review the same and take such
14 action thereon as he may deem advisable.

