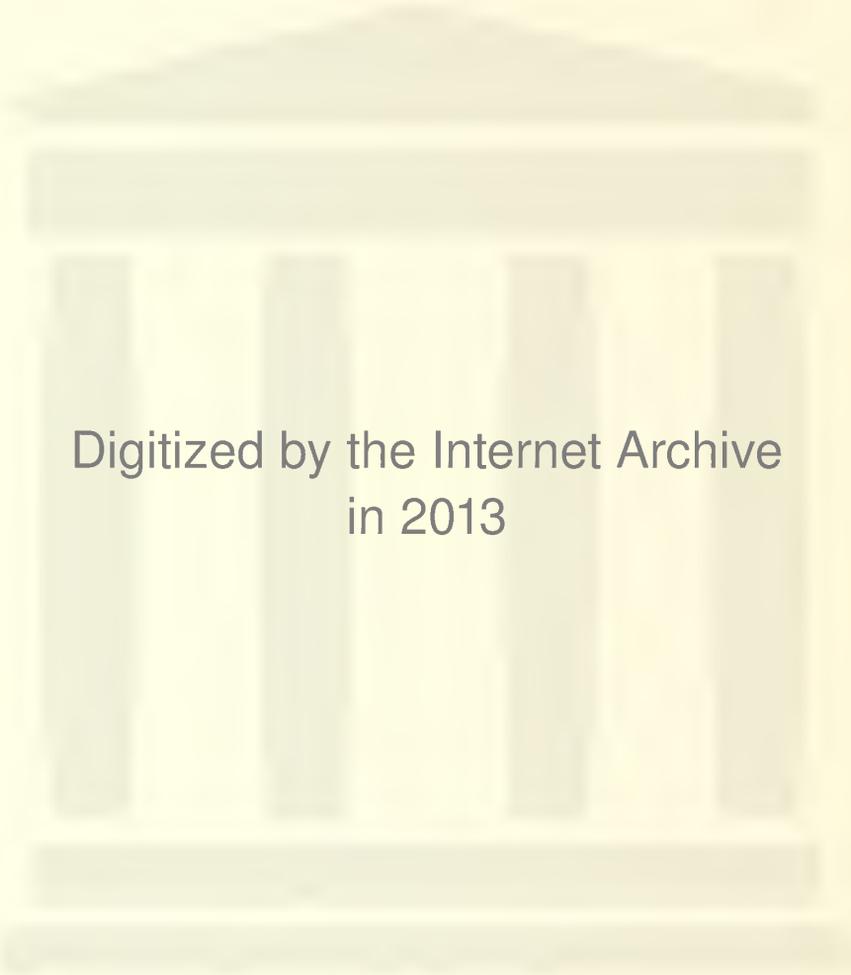


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New York (City) Police

**Semi-Annual
REPORT**

OF THE

**Police
Commissioner**

POLICE DEPARTMENT

July 1, 1918.

HON. JOHN F. HYLAN,
Mayor, City of New York.

SIR :

I have the honor to submit the following report of the operation of the Police Department for the six months ended June 30, 1918 :

Upon assuming command on January 23, 1918, it was found that only one Deputy Commissioner and a Secretary to the Police Commissioner (both of whom resigned with my predecessor) had been appointed. Consequently, a considerable amount of time was necessarily lost in effecting an organization and disposing of the accumulated work of these twenty-three days, as well as the deferred work of the preceding administration.

In addition to the five regularly paid Deputy Police Commissioners, who were promptly appointed, it was my privilege to appoint three Special Deputy Commissioners, who are serving without pay, and rendering highly important and efficient service. Hon. John A. Harriss was appointed to command the Traffic Division; Hon. Rodman Wanamaker was appointed to command the Police Reserve; and Hon. Allan A. Ryan was appointed to command the Division of National Defense.

Acting under your instructions, the keynote of the administration has been one of rigid economy and conservation of man-power, in order that it may not be necessary to make demand upon the City for appropriations to pay the salaries of men who replace the members of the Force who have entered the military service of the Nation, as under the Fenner Law the City is required to furnish the difference between the Federal pay and the salary of New York City employees who are drafted into the military service.

Large economies have been effected, and at the end of the first six months the savings, as will be shown in this report have reached the sum of \$777,158.23, and it is anticipated that when the figures for the year are compiled the total savings will reach at least \$1,000,000. These savings have been effected without detriment to the service.

Because of conditions brought about by the War, serious problems have arisen with regard to the efficient policing of this City.

DRAFTING OF POLICEMEN

Up to and including June 30, 1918, six hundred and eighty-three members of the Uniformed Force and twenty-seven members of the Civilian Force had been drafted for, or had entered, the military service, but by conservation of man-power, reduction of useless details, centralization of control, and more efficient adjustment of existing forces, the administration has reached this point without feeling the pinch of the War drafts, and the business has been efficiently handled.

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The draft law calls to the Colors men on the Police Force between the ages of 21 and 31. To date six hundred and eighty-three men have been inducted into the service of the Government, approximating 7% of the total of the Police Department; the year's end will unquestionably see this number increased to 1,200; and ultimately, approximately 3,000 men, or about 28% of the Force will have been drafted. When it is remembered that prior to the War there was a distressing shortage of men in the Police Department, the seriousness of these constant withdrawals, further depleting its strength, will be grasped.

It is understood the Government contemplates raising the draft age to 45 years. Should this project ever become an actuality, practically every able-bodied policeman would be absorbed by the Army. Heretofore the draft has taken policemen of the rank of patrolman only. Now, however, under this extension of the age limit, men who have reached the ranks of sergeant and lieutenant will be drafted. Moreover, physically-fit policemen will be called before civilians with dependents, as the Fenner Law gives them the difference between the Federal and Civil Compensation, and makes it impossible for them to claim exemption on the score of inadequate provision being made for their dependents.

A competent policeman cannot be created in a few weeks; it takes a year or two to bring about that result. The task of refilling the depleted ranks of the Police Department from the questionable material left over from the Draft is a practical impossibility, the Civil Service requirements of candidates for the position of policeman being very severe.

No comparison is possible between New York City and any other municipality in this country. It is the prime gateway of the country's commerce; it is the financial centre of the country, if not of the world; from it radiate all activities looking to the proper and efficient conduct of the War and the maintenance of the prestige and power of this country in the eyes of the world. It is estimated that 75% of the soldiers and 60% of their supplies leave from this port.

A disaster in, or to, New York City, directly or indirectly attributable to insufficient, or inefficient, policing would be multiplied and exaggerated a thousand times in the enemy press; it would provide stock from which countless arguments could be drawn with which to encourage the flagging spirits of the enemies of this country.

Possibilities of serious disorder are ever-present. Labor is restless; pernicious and insidious forms of enemy propaganda are constantly being unearthed; traditional racial feeling is smoldering; many of the Federal and City Government regulations, vitally necessary to the successful conduct of the war, have been misconstrued by the foreign element, and some of them have no doubt been intentionally garbled by the agents of enemy governments with ulterior motives.

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The argument has been advanced that if the New York City Police Department received any special legislative consideration in the matter of exempting its members from the draft, every other city would demand, and could reasonably expect to receive, similar concession.

As has been pointed out previously, there is no comparison—particularly from the war standpoint—between New York and any other city in the country. Chicago, Philadelphia, Boston and San Francisco do not bear the brunt of handling and forwarding the food, ammunition and clothing intended for our own and allied armies—New York does that; those cities do not have the handling of the financing of the various foreign government loans and private enterprises that are of foremost consideration to the successful conduct of the war; nor do any of them occupy as exposed a physical position as does New York; nor would a successful uprising or disorder unchecked in one of them, create the same satisfaction among the enemy as a similar occurrence would in New York.

As a matter of common sense and the most elementary principle of self-protection, New York City is entitled to the best protection her own carefully trained and highly intelligent Police Force can give her. The experienced officers and men of the Police Department—each representing a considerable sum, from an economic standpoint—should be preserved to the City of New York, that the greatest seaport in the world may have adequate protection and that the industries located here, that are vitally necessary to the conduct of the war, may suffer no interruption.

STRENGTH OF, AND CHANGES IN, THE UNIFORMED FORCE.

The authorized strength of the Uniformed Force in all ranks, on June 30, 1918, was 10,886. There were on duty 10,086.

QUOTA—JULY 1, 1918.

Rank	On Duty	Vacancies	War Roll	Total
Surgeons.....	17	1		18
Inspectors.....	26			26
Captains	90			90
Lieutenants.....	521	2	1	524
Sergeants.....	765	9	5	779
Patrolmen.....	8,613	98	676	9,387
Matrons.....	54	10	1	65
	<hr/>	<hr/>	<hr/>	<hr/>
	10,086	120	683	10,889
Special Patrolmen.....	349			349

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The following changes have been made during the first half year:

<p>Retired on Application:</p> <ul style="list-style-type: none"> 1 Chief Inspector. 8 Lieutenants. 5 Sergeants. 47 Patrolmen. <p>Retired on Surgeon's Certificate:</p> <ul style="list-style-type: none"> 1 Surgeon. 2 Captains. 5 Lieutenants. 7 Sergeants. 34 Patrolmen. <p>Died:</p> <ul style="list-style-type: none"> 2 Lieutenants. 3 Sergeants. 37 Patrolmen. <p>Dismissed:</p> <ul style="list-style-type: none"> 11 Patrolmen. 3 Patrolmen on Probation. <p>Dropped from the Rolls:</p> <ul style="list-style-type: none"> 1 Patrolman. 4 Patrolmen on Probation. 	<p>Resigned:</p> <ul style="list-style-type: none"> 61 Patrolmen. 6 Patrolmen on Probation. 1 Matron. <p>Reduced in Rank:</p> <ul style="list-style-type: none"> 2 Inspectors to rank of Captain. <p>Reinstated by Court Order:</p> <ul style="list-style-type: none"> 1 Patrolman. <p>Reinstated by the Police Commissioner:</p> <ul style="list-style-type: none"> 1 Lieutenant. 26 Patrolmen <p>Appointed:</p> <ul style="list-style-type: none"> 99 Patrolmen on Probation. 3 Matrons. <p>Transferred from Board of Water Supply:</p> <ul style="list-style-type: none"> 2 Patrolmen. <p>Promoted to:</p> <ul style="list-style-type: none"> Chief Inspector 1 Inspector 3 Captain 3 Lieutenant 15 Sergeant 9
<p>Total changes</p>	<p style="text-align: center;">- - - - - -</p> <p style="text-align: right; border-top: 1px solid black;">404</p>

CIVILIAN PERSONNEL.

The personnel of the Department other than members of the Force numbered 326 on January 1, 1918, and 320 on June 30, 1918.

POLICE RESERVE.

At the outset of this administration, it was found the organization formerly known as the Home Defense League was in a moribund condition. It had never been effectively organized, many of the officers had quit their posts, and several units had disintegrated; the affairs of the organization were in a chaotic state, requiring immediate remedial measures from the ground up. An inspector was detailed to take command of the remaining units of this organization, investigate its affairs, and bring order out of chaos.

By general consent, a thorough reorganization was effected under the name of the Police Reserve, of the Police Department of the City of New York, and Hon. Rodman Wanamaker was appointed a Special Deputy Commissioner to govern the new organization.

Recruiting began at once and the organization was brought to the high order of efficiency which prevails today.

The reorganization resulted in the weeding out of the undesirables, from about 25,000, until on June 30th the membership was 10,469 men and women, a force absolutely dependable for duty.

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The officers of the Police Reserve are now required to qualify for office by passing an examination before the Examining Board of the Police Reserve, which was recently created.

A high state of discipline is maintained in the organization, charges being preferred before a court for derelictions, and a Court Martial Board is being organized for the trial and determination of such charges.

The Police Reserve are rendering splendid service to the City. Numbers of them are performing patrol duty at night in various sections of the City, replacing members of the Force who have been drafted into the military service, or who are absent on account of illness or are on vacation.

More than one thousand of them are being specially trained for service at theatres and motion picture shows, and have replaced the uniformed firemen now engaged in that duty, who have been relieved to resume regular duty in the depleted ranks of the Fire Department.

It is planned to uniform the membership of the Police Reserve in the regulation blue of the police service, and two great Field Days have been arranged for at the Sheepshead Bay Speedway on the two last Saturdays in August, from the avails of which it is expected sufficient funds will be realized to purchase necessary uniforms and equipment for this organization.

Since reorganization, the members of the Police Reserve have assisted the members of the Police Department in policing parades, large meetings, fires, etc. The members of the three mounted troops have on numerous occasions shown their usefulness at parades.

Volunteers were called for to assist the regular members of the Police Department and the Federal authorities in the enforcement of the Federal Laws relating to the sale of intoxicants to members of the United States Army and Navy, and the New York Guard, while in uniform, with the result that about thirty men responded for this work nightly. From April 17th to May 22nd, 1918, these men effected thirty-seven arrests for this particular violation, convictions being obtained in twenty-two cases. Three cases are pending, and twelve of the defendants were discharged.

As a stimulus for the faithful performance of duty on the part of the members of the Police Reserve, there has been established the Order of Victory, to be awarded for distinctive acts of service according to regulations laid down by the Special Deputy Commissioner in charge of the Police Reserve. This order consists of three grades of medals—gold, silver and bronze, which are awarded for attendance, interest, aptitude, service, efficiency in the use of small firearms, personal appearance, and meritorious police work.

POLICE TRAINING CORPS.

A new unit, known as the Police Training Corps, uniformed in blue, somewhat similar to the uniforms of the regular police force, and recruited mostly from men on the eligible list for patrolman, or men of a physical and mental standard suitable for service, was organized and given the more or less

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intensive training usually given probationers of this Department. Many of these men have been taken into the regular Force, or have been appointed special patrolmen, with pay, for the performance of regular duty.

This corps is divided into two divisions, the Infantry Division and the Aviation Division. The Infantry Division receives the same training as probationary patrolmen. There are 672 men enrolled in this corps, and all have been uniformed at the personal expense of the Special Deputy Police Commissioner in charge of the Police Reserve.

An Aviation Corps, within the Police Training Corps, was organized, and a corps of young men who, for the most part, have not reached the military age, or the age for entrance into this Department, are being trained in aviation. They will shortly be able to assist, if necessary, in the defense of the City, or if drafted into the military service, will become finished aviators the more quickly on account of this previous training.

WOMEN'S POLICE RESERVE.

In addition to the regular Police Reserve, a Women's Police Reserve was organized consisting of more than 3,000 women, who are being drilled and trained for special service in this City.

The duty of these women is principally to discover irregularities and unlawful conditions and to report their observations; to teach patriotism and aid in the Americanization of the alien element of our City; to report cases of disloyalty and sedition; to relieve cases of distress and destitution; and to advise, counsel, and direct the weak.

They co-operate with the Red Cross; aid in the enforcement of the laws and regulations established for the conservation of food, coal, and other necessities, and generally, set an example in their respective communities of unselfish and patriotic devotion. They will prove an agency for much good in welfare work involving incorrigible and delinquent children, and for the protection of wayward girls.

As an auxiliary to the Women's Police Reserve, there is being organized a Women's Police Training Corps, composed of women between the ages of 18 and 35 years. Instruction for these women has begun in such subjects as will tend to qualify them for positions, both in the civil service and otherwise, which women will no doubt be called to fill in the future. The number of women enrolled in this auxiliary to date is 286.

There are about 16 uniformed members enrolled in this auxiliary of the Women's Police Reserve, who own and operate their own automobiles. They have planned to purchase ambulances for service in the Police Department. This auxiliary was recently amalgamated with the Women's Motor Corps of America, composed of 125 members, all of whom own and operate their own automobiles. This latter organization has a number of ambulances which will be available for the needs of this Department. The services of this Corps were accepted with the proviso that should the U. S. Army require their services, it shall have the preference over this Department.

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TRAFFIC DIVISION.

The Traffic Division is too well known to require much attention in this report. The placing of an efficient Deputy Commissioner, Hon. John A. Harriss, in charge of this division will, however, result in a vast improvement in the service and unquestionably in the solution of many of the complex traffic problems which now vex this city. Special Deputy Commissioner Harriss is giving practically all of his own time, and a considerable sum from his own purse, in the perfection of plans which will bring about a solution of many of these problems.

The Traffic Division, under his control, will bring about closer co-operation upon the part of this and other city departments and contractors working in this City, to the end that streets shall be promptly and effectively paved and cleared for traffic, while elaborate plans are being made for such systematic handling of it as will relieve the more congested centres.

Several new ordinances which will improve conditions have been drawn and submitted to the authorities, and all the problems with which this division is confronted are being worked out in a broad and comprehensive way, and it is certain beneficial results will be obtained. The measures already adopted and proposed are as follows :

Physicians' Identification Card and Plate have been adopted and issued, the possession of which gives to duly licensed physicians in this City, who operate their own cars, the privilege of leaving their automobiles in the street unattended, in front of premises visited by them in the discharge of their professional duties.

PROPOSED ORDINANCES.

The following proposed ordinances initiated by this Department were introduced for consideration by the Board of Aldermen:

1. Requiring the licensing of all truck drivers, to insure the employment of reputable persons, with a view to reducing the number of thefts from vehicles, as well as to insure more competent drivers :

2. Restricting the streets south of Chambers Street, in the Borough of Manhattan, against peddlers, which will be of material assistance in the regulation of traffic in the congested centres within that area, and which will result in reducing the number of accidents to pedestrians :

3. Requiring vehicles carrying ten or more persons, to be manned by two persons, as a safeguard against accident :

4. Regulating the speed of light or pleasure vehicles and of commercial or heavy vehicles, especially those weighing 2,500 pounds or more, unladen, so that a more careful and sensible operation of these vehicles will result :

5. Providing Traffic Violation Cards, to be issued by the Police Department to drivers and operators of vehicles for minor violations. After all the violation spaces have been cancelled, the issuance of a summons or the making of a summary arrest will follow, resulting, upon conviction, in either the suspension or revocation of the driver's or operator's license.

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6. Prohibiting the cruising of hacks on Fifth Avenue, between Washington Square and 60th Street.

OTHER IMPROVEMENTS PROPOSED AND ACCOMPLISHED

The following propositions dealing with the safety of pedestrians and the amelioration of traffic conditions generally are under consideration :

The establishment of additional play-streets in congested tenement districts of the city, where children may play in safety, and which may be closed to vehicular traffic during specified hours. Several hundred ornamental signs have been provided to designate these streets :

The establishment of permanent raised safety isles, with permanent lighting appliances, to take the place of the temporary zones designated by stanchions throughout the City, and which will tend to beautify the locality and enhance the value of the property :

The erection of an elevated motor driveway on 6th Avenue from 40th to 59th Streets has been recommended. This driveway will relieve the serious traffic congestion in the central portion of the City, particularly in 5th Avenue, and will tend, in a large measure, to bring about the desired results. It will be a great aid in the facilitation of the movement of vehicular traffic in the immediate vicinity :

Push carts on busy thoroughfares have been eliminated, and are required to remain on one side of the street, where push carts are permitted. Their removal from busy thoroughfares has reduced the fire and accident hazards, as for instance, on Delancey Street between the Bowery and Clinton Street.

MOTORCYCLE SQUADS.

The Motorcycle Squads formerly operating more or less independently have been transferred to the Traffic Division, under control of an Inspector and the Special Deputy Commissioner.

These men have been placed in uniform instead of operating in plain-clothes, and they are required to show themselves on the public highways instead of concealing themselves from public view in order to catch violators of the speed laws. Their presence on the highways in uniform will prevent violations of the law, on the sound theory that it is better to prevent violations than to encourage them for the purpose of making arrests.

The Motorcycle Division served 5,768 summonses during the first six months of 1917, as against 9,159 during that period of 1918.

DIVISION OF NATIONAL DEFENSE.

Early in February the Division of National Defense was organized and placed under control of an Inspector, and shortly thereafter direction of this Division was assigned to Hon. Allan A. Ryan, Special Deputy Commissioner.

This division has performed extraordinary service in co-operation with the Federal Government. The many units or small organizations in the Police

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Department, which had been working in conjunction with the Government, were centralized in this comprehensive organization, as the result of which they are rendering much more prompt and efficient service.

This Division has investigated 1,438 complaints received from the Federal Government, and has discovered and informed the Federal authorities of hundreds of instances where the interests of the United States and her Allies were jeopardized, or not properly protected.

It has effected the arrest of 1,730 persons who were guilty of offenses against the Federal or State laws, and in countless ways has assisted the Federal authorities, and improved the police management of matters affecting the co-operation of the City Administration with the Federal Government.

In addition to the other services rendered by this Division, it has played a very important part in the reduction of the number of special patrolmen. In 1917, almost 2,000 were employed at salaries of \$3.10 per day, amounting to \$1,203,361. On January 1st of this year 724 special patrolmen were employed and this number had been reduced to 349 on June 30, 1918. The total cost of services of special patrolmen will be reduced to approximately \$550,000 for the year, a saving of \$653,361, or \$326,680.50 for six months.

It was found that many of these men, paid by the City, were used to protect the property of private corporations, who were found willing to accept the responsibility for safeguarding their property, thereby relieving the City of this unnecessary burden.

This Division has handled the registration of male and female enemy aliens, investigating and enrolling more than 76,000 persons.

On or about April 15, 1918, this Division took up the investigation of complaints relating to violations of the Selective Draft Law, involving the sale of intoxicants, and the act of prostitution in connection with soldiers and sailors, conduct of enlisted men of the U. S. Army and Navy and the New York Guard, and the establishing of a place of detention for soldiers and sailors who had violated the Military Laws. Considerable of its time was spent in co-operating with the 189 Local Exemption Boards.

MEDICAL EMERGENCY RELIEF.

The experience in the capitols of Europe following air raids and in the City of Halifax at a recent explosion, as well as in neighboring parts of New Jersey, where explosions have occurred, has directed attention to the probability of similar disasters occurring in this City. It was found that hospitals were not adequately equipped and supplied to cope with such a situation, and, to prevent the distressing conditions which marked these occurrences elsewhere, a Medical Emergency Relief Corps was organized, thoroughly instructed and equipped, with a unit in each precinct police station in Greater New York. Its purpose is to co-operate with the Health Department, the Red Cross, and other relief organizations in rendering medical and first aid, and caring otherwise for

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the victims. This Corps is prepared to render prompt and efficient service. A number of persons owning trucks and automobiles has volunteered to place their vehicles at the disposal of this organization for ambulance service.

The personnel of this Corps consists of the following :

Police Captains	84
Police Lieutenants	84
Police Sergeants	84
Patrolmen	933
Police Reserve Captains	83
Police Reserve Lieutenants.....	168
Police Reserve Sergeants.....	168
Police Reserve Patrolmen.....	2330
Physicians, Surgeons, Nurses.....	2922
Total	6856

The Corps has 154 dressing stations, 2,292 volunteer conveyances, and 1,248 volunteer chauffeurs.

In connection with this Corps, an emergency medical supply station has been established in each police inspection district. Space for an emergency hospital has been provided in the dormitory of station-houses or elsewhere, for use in the absence of regular hospital accommodations.

Steps have been taken to organize and drill persons employed in large buildings in this City in order that a stampede may be avoided, and that they may be conducted to a place of safety, should occasion arise.

In order to preserve life so far as possible in impending air raids or other serious emergencies, a number of siren horns has been placed on buildings throughout the City to be used as a warning to the people to protect themselves.

EXECUTIVE BOARD.

An Executive Board, consisting of several administrative and executive officers, was created for the purpose of considering matters of general importance. To it are referred by the Police Commissioner questions of policy and procedure, changes, innovations, reforms, rewards for meritorious conduct, and matters requiring judicial consideration before official action is taken. This Board reports with recommendation to the Police Commissioner, and has rendered splendid service.

EFFICIENCY BOARD.

An Efficiency Board, consisting of representatives of several ranks including members of the Civilian Force, was appointed for the purpose of investigating methods and conditions, and to recommend changes along the lines of concentration, co-ordination, economy, and efficiency.

A careful study is being made of patrol and other conditions affecting manpower and economy, with a view to making every reasonable retrenchment which will not impair the efficiency of the service. Many beneficial changes have been recommended and placed in operation.

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HEADQUARTERS DIVISION.

On April 1st, 1918, a Headquarters Division was established under direct command of the Chief Inspector.

Prior to the abolition of the Chief of Police in 1901, members of the Uniformed Force detailed to Police Headquarters, public offices, or to duty outside of regular police work, were assigned to the office of the Chief of Police, but, in recent years, the tendency has been to decentralize.

All of these offices have been merged under the direct control of the Chief Inspector. As a result, a large number of unnecessary details has been eliminated, and 546 members of the Uniformed Force, have been sent to patrol duty.

Under this system, members of the Uniformed Force who are not working directly under an Inspector are under the control of the Chief Inspector. This will make for discipline, efficiency, and economy.

CHIEF CLERK'S OFFICE.

On April 1, 1918, all civilian employees were placed under control of the Chief Clerk.

Several years ago the Chief Clerk's Office embraced the entire civilian branch of the Police Department, and the Chief Clerk had control of all employees, excepting the Uniformed Force.

On account of decentralizing plans of the past few years numerous independent offices were created, each with its own machinery, and the tendency had been to create new positions. There was more or less duplication of work, and added expense.

This plan of centralization will make for greater efficiency and economy, as well as for better discipline and better service to the public and the Department.

DETECTIVE BUREAU.

During the past few years the detective service operated through nine branch detective bureaus, with a central office at Police Headquarters. The Bureau was practically under the direct control of the Police Commissioner, one Deputy Police Commissioner, and two Inspectors.

This divided administrative authority was centralized, and the Bureau placed under direct control of one Inspector, under the supervision of a Deputy Police Commissioner appointed from the Uniformed Force.

On January 1, 1918, the detective force consisted of 1,078 members, and at times the force engaged in this service had reached approximately 1,200. On June 30, there were 745 members in this Bureau.

The following schedules exhibit the increased efficiency of the Detective Bureau, notwithstanding the fact that the man-power has been reduced 31%, and the annual cost of maintenance 27%.

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While there is a slight increase in the first half of this year over the first half of last year in some classes of crime, the records will show that the Department has grappled with these cases, and there has been a constant falling off beginning in March, of this year.

The number of arrests for felonies affected by the Detective Bureau for the first six months of 1918 was 5,870 as against 5,344 for the first six months of 1917.

Offense—	FIRST SIX MONTHS		PERCENTAGE	
	1917	1918	Inc.	Dec.
Homicide	120	89		26
Felonious Assault.	1383	1070		23
Burglary:				
Residence, Day	1798	1353		25
Residence, Night	737	587		20
* Loft and Store	2557	2629	2.8	
† Assault and Robbery	467	471	0.83	
‡ Larcenies	16899	17917	6.02	
§ Attempted and Miscellaneous Felonies	2066	1819		12
Miscellaneous Misdemeanors :				
Simple Assault	274	176		36
Disorderly Conduct, Pickpockets, Con Games, etc.	1618	1215		25
Investigations and Arrests:				
For Other Authorities	2852	5983	110.00	

A drive was started to abate the operations of professional criminals and others committing assaults and robberies of safes, residences, lofts, etc., and larcenies of trucks and wagons loaded with merchandise.

A special squad of detectives has been assigned to shadow professional thieves and many organized gangs specializing in various crimes have been broken up.

One of the most serious complaints received by the Detective Bureau was in connection with the prevalence of loft burglaries, the losses amounting to a large sum of money. To meet this situation the precinct posts were changed in the loft district so that closer attention could be given to entrances to buildings. A special force was provided, and truckmen and other persons entering the loft district at unusual hours are challenged, and obliged to identify themselves.

Following is a schedule showing the number of loft burglaries reported during the half year ended June 30, 1918, exhibiting 104 loft burglaries during the months of April, May and June, 1918, as against 149 during the same

*There were 569 cases of Loft and Store Burglaries reported in January, 1918, as against 246 for June.

†The number of Assault and Robbery cases reported in January, 1918, was 97, and for the month of June, 1918, 36, while for the month of June, 1917, 74 cases were reported.

‡There were 2963 Larcenies reported in January, 1918 as against 2581 in June.

§There were 301 cases of Attempted and Miscellaneous Felonies reported in January 1918 as against 276 in June.

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months of last year, and a consistent decrease between January 1 and June 30, 1918:

LOFT BURGLARIES						FIRST SIX MONTHS	
MONTHS						1917	1918
January	-	-	-	-	-	53	75
February	-	-	-	-	-	50	71
March	-	-	-	-	-	35	49
April	-	-	-	-	-	42	32
May	-	-	-	-	-	54	38
June	-	-	-	-	-	53	34
Total	-	-	-	-	-	287	299

DIVISION OF LOST PROPERTY.

Better results from the Detective Bureau can readily be observed in the record made by the Division of Lost Property. This division was found to be in need of thorough reorganization. On January 1st, 1918, 88 men were assigned to duties now performed by 47 men.

PROPERTY RECOVERED.

	FIRST SIX MONTHS	
	1917	1918
Value of property recovered.....	\$105,891.32	\$293,384.79

MISSING PERSONS DIVISION

The results shown below were accomplished with a reduced force. At the inception of the Administration, 42 members were assigned thereto; 16 have been transferred to detective and patrol duty, where needed.

This Division handled 122% more cases of missing persons for the 6 months ended June 30, 1918, than it did for the 6 months ended June 30, 1917.

It handled 156% more cases of investigations (other than missing persons), than it did for the 6 months ended June 30, 1917.

There were 28% cases less of unidentified dead reported for the first 6 months of 1918, than for the first 6 months of 1917.

The percentage of results in locating missing persons was practically the same, namely 71% for 1917, and .707% for 1918.

The Division increased its efficiency 17% in closing investigations (other than missing persons.)

The percentage in making identifications of unidentified dead increased 21% in efficiency for the first 6 months of 1918, as compared with the first 6 months of 1917.

	FIRST SIX MONTHS			FIRST SIX MONTHS	
	1917	1918		1917	1918
Missing Persons reported	1891	4200	Investigations closed	616	1854
Located and returned home	1348	2968	Pending	133	68
Cases closed otherwise	51	853	Unidentified dead reported	353	253
Cases pending	492	379	Identified	248	215
Investigations reported	749	1922	Pending	105	38

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NARCOTICS.

Closer co-operation with the municipal, state, and federal authorities on the drug evil has resulted in a reduction of complaints and has placed this Department in a better position to identify addicts, particularly those who are being lawfully treated by duly licensed physicians. Formerly addicts purchased the drugs promiscuously from street and other vendors and their numbers steadily increased because of these illegal dispensers.

VICE AND GAMBLING.

Reports are now required from commanding officers of inspection districts showing the general conditions in their district in relation to vice and gambling, and the conditions of patrol, as well as disciplinary measures taken by superior officers. Where places are carried upon the Suspicious Place List as disorderly houses, or where gambling is alleged to exist, the inspector is obliged to show the police activities during each week, and a limited time is given for the suppression of such places. As a result, these places are steadily decreasing in number. Only five of the seventeen inspection districts are now carrying any of them, and the total for the entire City has reached the low-water mark of 27. These places are kept under constant surveillance, and will eventually be completely suppressed.

These weekly reports keep the Chief Inspector and the Police Commissioner in constant touch with the vice and gambling situation, and the commanding officers of districts are required to exercise constant activity, which makes for their elimination.

As a check against members of the Force or others failing to properly present these cases in court, and striving earnestly to obtain convictions, a report is required of all cases where the defendant has been discharged; the report certifying whether or not in the opinion of the responsible commanding officer the failure to obtain a conviction was due to neglect or carelessness on the part of the member of the Force in presenting the case, or whether in their opinion sufficient evidence was adduced to warrant a conviction.

In cases where defendants are discharged, and it appears that sufficient evidence was presented to obtain a conviction, a report of the circumstances is made to His Honor the Mayor and the Chief City Magistrate.

PATROL CONDITIONS.

The so-called "Shoofly" or "Submarine System" of secret espionage which has been the bane of every policeman's life for many years has been abolished, and the discipline of the Force has been devolved upon the officers who are appointed for that purpose.

Inspectors, captains, lieutenants, and sergeants are held strictly accountable for the discipline of the Department, and it is the duty of the Chief Inspector to see that discipline is freely and rigidly enforced.

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The rank of sergeant was created expressly for this purpose, and it is the intention of this administration to see to it that they perform the duties of their office.

HUMANITARIAN TREATMENT OF THE FORCE.

Heretofore members of the Force doing patrol duty were allowed no time for meals. They were obliged to perform eight-hour tours of duty, and including the time consumed in effecting relief at the end of each tour, and travelling to and from their homes, it was generally expected that these men should go without food or rest for a period of at least ten and in some cases twelve hours. Any attempt to leave post for rest or refreshments was certain to subject the offender to a complaint, which was followed by a fine of one or more days' pay, and these men were, therefore, expected to work under conditions which the Humane Society would object to were an animal concerned.

An order was issued allowing members of the Force on patrol, one-half hour for meals, with the result that the men are much more contented, and are giving in return a better quality of service. There are very few complaints of men leaving post now, and a general improvement in the service and health of the Force has been effected by this change.

RECOGNITION OF SENIORITY.

Contrary to the practice in military and well ordered business organizations, little consideration has heretofore been given to seniority in the service. Men long on the Force were given less preference in assignments than the latest recruits, and where light duty or more desirable posts were involved, or in determining vacation periods, etc., no weight was allowed for length of service.

Shortly after taking office, an order was issued directing that seniority be given the preference in assigning men to light duty, the more desirable posts, vacation periods, and in the other courtesies or privileges connected with the service. This has eliminated a great deal of dissatisfaction, and has had the effect of an incentive for the older men to remain in the service rather than exercise their right to be placed on the retired list and further burden the Police Pension Fund.

THE "MERIT SYSTEM."

The "Merit System" in vogue in this Department for some time past has been abolished.

This system was unpractical and its operation failed to develop efficiency or to demonstrate the comparative merit or ability of individual members of the Force. The man who made a clever arrest, displaying intelligence, skill, or heroism of the highest order, was placed upon the same basis with the man who made an arrest for the same crime, where the exercise of any one of these important qualifications was not required.

Furthermore, this system placed a premium upon pernicious activities upon the part of members of the Force; it encouraged them in making arrests unnec-

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essarily or issuing summonses where a warning would suffice. There was a tendency to exaggerate the degree of crime, in order that the best possible marks might be secured. This increased unnecessarily the work of the Grand Juries and the higher courts.

The Force is now assured that credit will be given for exceptional merit and commanding officers are directed to bring all such cases to the attention of the Police Commissioner, in order that good service may be rewarded in a practical way.

When members of the Force display exceptional ability in preventing or detecting crime, they are recommended for duty in the Detective Bureau, where they have an opportunity to increase their salary. In cases involving personal risk they are awarded the standard recognitions, so much coveted by all members of the Force.

RE-NUMBERING OF DISTRICTS AND PRECINCTS.

When the precincts were numbered throughout the city several years ago, allowance was made for 290 precincts. It will never be necessary to have one-half that many precincts within the limits of Greater New York. The numbers were confusing, and this has been remedied by reducing by more than one-half, the numbers used in designating precincts, and arranging them in consecutive order, so that the general location of a district or precinct may be told by its number. For instance, precinct numbers formerly ran from 1 to 290; they now run from 1 to 125, beginning with the lowest numbers in the South and extending North in each borough to the higher numbers.

INSPECTION OF UNIFORMS.

A bureau for the inspection of uniforms has been created to correct the abuses that have crept into the old system.

While the Regulations of the Department require the members of the Force to provide cloth of a certain standard, as contracted for, a competent man was not assigned to determine whether or not goods of the proper quality had been delivered. In many instances it was found that inferior grades of cloth had been furnished, either through delivery by the contractors, or by some device on the part of the uniform tailors. Heretofore the only check upon this deception was the examination made by police inspectors at the periodical inspection of uniforms, and, as none of them was experts in determining the quality of the cloth, many abuses passed without notice.

For many years the making of uniforms was done by a comparatively few tailors, all men of experience, and the volume of this trade made it profitable for them to turn out the highest quality of workmanship. More than 200 tailors are now engaged in this work, with the result that inferior cloth has sometimes been used, and the workmanship has been poor.

The best interest of this Department would be served if a few competent

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tailors were employed or if the work could be done under contract. It would result in a great reduction of cost and a better quality of workmanship, and some such course is recommended.

During the first six months of this administration over 3,500 garments were examined, and a vast improvement noted in material and workmanship.

REVISION OF THE RULES AND REGULATIONS.

The book of Rules and Regulations adopted in 1913 remained in effect, except for numerous amendments, until a committee was appointed to revise the book, bringing it up to date and eliminating many unnecessary or obsolete rules, as well as abolishing many conflicting orders. This revision has been completed, and the new book will be issued in a short time.

PATRIOTISM AND GENEROSITY OF THE FORCE.

War activities have brought many additional duties, with added hours of labor to the men of this Department. In addition to their regular tours of patrol and reserve duty, amounting to an average of 10¾ hours per day for every day in the year, a heavy tax is made upon what should be their own time, in handling the numerous parades, meetings, and other patriotic demonstrations in this City. But they have met this increased demand upon their time with a patriotic spirit and a devotion to duty not only to the City but to the National Government that is beyond all praise.

The services of the Police Band and the Police Glee Club were given generously to the various War activities, to the great delight of the general public. In addition thereto, the Police Band is now giving concerts in the public parks.

The unexpended balance of funds collected for the maintenance of the Police Training Camp in 1916, amounting to \$1,163.22, has been generously donated by the members of the Force as a nucleus of a fund known as the Police War Relief Fund, the purpose of which is to give aid to members of the Force who have entered the service of the United States for the War.

The Police Force subscribed or collected, and turned over to the Comptroller of the City, or diverted to several banking institutions in this City, \$30,866,730 for the Third Liberty Loan. Of this sum \$891,250 was subscribed personally by members of the Force.

Members of the Force subscribed the sum of \$40,180.25 for the Red Cross.

Also, several thousand policemen donated one day's pay toward the War Fund conducted under the auspices of the Knights of Columbus.

Members of the Force have been active in assisting the several organizations engaged in obtaining funds for the various War activities, and have rendered every possible aid in furtherance of these patriotic movements.

EFFICIENCY AND ECONOMY.

PARADES.

No well defined plan for handling large parades in this City had prevailed

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for several years, the arrangements being left almost entirely to the judgment of the officer in charge of the territory involved.

The parade activities of this year have been unusual. Owing to War conditions, and to the increased demand for the services of policemen, it was necessary that this problem be solved, so that parades be handled with the least possible number of men consistent with efficient control.

A military parade held in this City on February 22, 1918, was not satisfactorily handled, the roadway being invaded by bystanders, and in other ways indicating loose management. The matter was made the subject of a searching investigation, and a committee was appointed to prepare plans for handling parades and public gatherings. As a result, recent parades have been managed more efficiently, as is attested by numerous testimonials from various sources, voicing general approval, and by the absence of disorder.

LEASED PREMISES SURRENDERED.

During the past four years this Department leased a number of buildings for use as Branch Detective Bureaus at an aggregate annual rental of \$6,240, semi-annual saving, \$3,120.

A stable at Richmond Hill was also rented at an annual cost of \$1,100, semi-annual saving \$550, in which was stabled a large number of Department horses, almost in idleness.

These leases were unnecessary, as in each instance Department property was available for every need of the service. These branch detective bureaus and the stable have been discontinued, and the service is handled in Department property.

"LISTENING IN" SERVICE DISCONTINUED.

The "Listening In" service over special leased line, including wire-tapping equipment, was discontinued, effecting a saving of approximately \$4,000, actual semi-annual saving \$1,879.

BUREAU OF STATISTICS.

The Bureau of Statistics, maintained at an annual cost in salaries of \$27,890 in 1917, has been abolished. So much of this service as is necessary has been transferred to the Bureau of Records, at an annual saving in salaries of \$20,170. Eight clerks are now performing all work formerly done by 25 clerks,

The cost of this service has been further decreased by the discontinuance of two accounting machines at an annual rental of \$1,540, including the cost of special printing, semi-annual saving \$770.

There is available for transfer to the Sinking Fund Commission five Hollerith machines, valued at \$375.

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The following named positions created in the Budget for 1918 have been found to be unnecessary and they have not been filled:

No.	Title.	Salary.	Approximate Saving.
1	Assistant Electrical Engineer	\$2,700.00	\$1,350.00
1	Deputy Clerk	1,200.00	427.50
1	Deputy Clerk	1,000.00	500.00
1	Clerk	1,320.00	660.00
1	Clerk	1,080.00	180.00
1	Clerk	1,080.00	142.26
1	Clerk	900.00	450.00
17	Clerks	840.00	7,140.00
1	Clerk	600.00	125.00
1	Statistician	1,980.00	335.00
1	Stenographer and Typewriter	1,200.00	100.00
1	Stenographer and Typewriter	1,020.00	452.40
1	Stenographer and Typewriter	900.00	99.20
1	Bookkeeper	960.00	480.00
1	Typist	780.00	251.61
3	Tabulating Machine Operators	780.00	910.00
1	Examiner of Purchases and Supplies	1,740.00	294.83
1	Junior Architectural Draftsman	1,200.00	600.00
1	Chauffeur	1,020.00	139.10
1	Auto Truck Driver	960.00	480.00
1	Superintendent of Garage	2,340.00	396.29
1	Marine Engineer	1,560.00	419.94
9	Auto Machinists	5.00 per diem	6,817.50
1	Caretaker	3.00 " "	183.00
2	Hostlers	3.00 " "	696.00
4	Laborers	3.00 " "	1,629.00
1	Male Cleaner	3.00 " "	156.00
1	Machinists' Helper	3.25 " "	497.37
1	Horseshoers' Helper	3.25 " "	508.62
Total			\$26,420.62

BUDGET APPROPRIATIONS

The following exhibits the expenditure from appropriations made to this Department in the first half of 1918 as against the first half of 1917:

	1918	1917
Regular Appropriation	\$19,397,778.51	\$18,306,959.16
Revenue Bonds	302,336.80	62,000.00
	Total Available	\$18,368,959.16
	Expended	\$10,405,238.10
	Balance	\$7,963,721.06

Decrease in actual expenditures first half of 1918 as against 1917, \$306,358.38, which does not include savings under War Pay-roll.

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POLICE "BULLETIN."

For a few years past, numerous printed Bulletins, etc., were issued at considerable expense. These effusions were model purveyors of useless information, costing approximately \$1,500 a year, aside from the cost of preparation and distribution. The publication of the "Bulletin" has been discontinued at a semi-annual saving of \$750.

MOTORCYCLE REPAIR SHOPS.

During the period January 1st to June 30th, 1917, approximately 50 new motorcycles were supplied to the Motorcycle Squads. There were no motorcycles added to the quota during the first six months of 1918, but workshops were established at the headquarters of each squad, where the members may, on their own time, make necessary repairs so far as their mechanical ability will permit, thereby effecting a reduction in lost time due to motorcycles requiring repairs.

CHANGE IN STABLE.

The location of the stable for the mounted Force of Traffic Sub-division D was changed, resulting in a saving of \$2.50 per month in the cost of boarding each horse, or a total saving of approximately \$1,000 per annum for the 32 horses attached thereto, or semi-annual saving of about \$500.

AUTOMOBILES DISCONTINUED.

Seventeen automobiles were dispensed with, a decrease of 38%. The upkeep of these machines would amount to \$6,375, in the first six months, a decrease of 38%. This added to the salaries paid the members of the Force who were assigned as chauffeurs and remanded to patrol duty, effected a saving of \$27,875.00 for six months.

BICYCLES AND MOTORCYCLES DISCONTINUED.

On January 1, 1918, there were on hand 283 motorcycles, and on June 30, 277, a decrease of 6; on January 1, 1918, there were on hand 925 bicycles, and on June 30, 1918, 918, a decrease of 7.

Through condemnation of 6 motorcycles and non-use of 79 motorcycles and 7 bicycles, a semi-annual saving of \$1,345 was effected.

COST ACCOUNTING.

The cost accounting heretofore carried on in the Bookkeeper's office has been almost eliminated. The system was complicated, requiring a large number of employes in its operation. The statistical results and the little saving effected was considerably offset by the cost of maintenance.

PENSIONS.

				First Six Months	
				1917	1918
Original applications, granted	-	-	-	72	91
Original applications, pending	-	-	-	26	0
Original applications, denied	-	-	-	7	5
Total				<u>105</u>	<u>96</u>

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STATEMENT SHOWING RETIREMENTS ON PENSIONS, BECAUSE OF DISABILITY

	First Six Months	
	1917	1918
January	8	5
February	3	3
March	15	7
April	20	13
May	3	7
June	1	14
Total	50	49

METHOD OF PAYING PENSIONS

The method of payment of pensions has been revised by the preparation of a printed annual pension roll, bound in book form, which lasts for 12 months. This book eliminates the old method of making a new pay roll of 5,000 names and amounts each month.

RUNNER'S LICENSES.

Receipts for Runner's Licenses during the first six months of 1917 totaled \$672.50 as against \$325 for the first six months of 1918.

The falling off of 52% is due to the fact that a large number of runners have not renewed their licenses, due to the cessation of immigration on account of the War.

PISTOL PERMITS.

Until recently, applications for pistol permits have passed through many hands, involving much extra work and unnecessary delay. A recent revision of the old system has saved considerable time and labor.

	First Six Months	
	1917	1918
Pistol Permits Issued		
To carry.....	2,740	8,430
To possess on premises.....	508	1,288
Total.....	3,248	9,718
Disapproved.....	136	1,472

The increase in the number of pistol permits issued is due to a change in the law taking from the courts authority for issuing them and giving this Department sole authority. This law became effective January 1, 1918.

There were issued by the city magistrates during January, February, March, April and 21 days of May, 1917, 8,437 pistol permits and by the Police Department for the first six months of 1917, 3,248 or a total of 11,785 permits as against 9,718 issued by the Police Department for the first six months of 1918, a decrease of 2,067 or 18.39%.

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It is recommended that a person granted a pistol permit be required to pay into the Pension Fund a fee of \$25. This will have a tendency to discourage applications, and will provide needed revenue for the Pension Fund.

	First Six Months	
License Granted—	1917.	1918.
Pool Parlor licenses investigated.....	1,141	1,120
Dance Hall licenses investigated	359	347
Massage Operators' licenses investigated.....	48	62
Permits to lead cattle through streets.....	9	6
Auctioneers' licenses investigated.....	32	38
Permits for Outdoor Religious Services issued.....	245	240
Parade Permits Issued	1,168	1,120
Theatrical licenses investigated	167	163

STEAM BOILER INSPECTION AND ENGINEERS' BUREAU.

A deputy clerk, who acted as notary, taking the affidavits of applicants for engineers' licenses, etc., and charging fees therefor in the Steam Boiler Inspection and Engineers' Bureau, was replaced by a patrolman, thus eliminating all charges and avoiding suspicion on the part of applicants as to fairness and impartiality in conducting examinations.

An acting sergeant was replaced by a boiler inspector, who is assigned to make tests, where a pump is not necessary, in districts where the work is unusually heavy, thereby avoiding cost for services of an extra horse and wagon, thus effecting a saving of \$1,200, per annum—semi-annual saving \$600.

Certificates issued to engineers and firemen, as well as renewals and transfers, formerly sent by mail, are now forwarded to precincts for delivery by the patrolmen on post. A conservative estimate of the amount saved by this change is \$1,000 per annum—actual semi-annual saving \$459.

Because of removing the Steam Boiler Inspection Bureau from 49 Lafayette Street to Police Headquarters, this Department effected a saving to the City, since the space occupied by this Bureau was taken by other city departments, which were paying rent in another building.

TELEPHONE TRAFFIC.

Telephone traffic has increased greatly, due to war conditions. Ten additional trunk lines were required, making a total of fifty connecting Police Headquarters, Manhattan, with the public telephone system.

In order to relieve congestion on the single trunk line connecting Manhattan and Queens Headquarters, a Morse telegraph line was installed, by means of which messages are sent to Brooklyn, thence to Queens over a less busy wire. This is a decided improvement. A similiar service is being installed between Manhattan and Bronx Headquarters.

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Two additional trunk lines (direct) have been installed between Manhattan and Bronx Headquarters.

To handle the increased traffic above mentioned only six patrolmen were added to the operating force under the new system.

A new method has been introduced in the operating branch of the Bureau of Telegraph. Heretofore the operator's time was largely consumed taking lengthy messages, which impeded the prompt response to calls so essential to efficient telephone service. There are now extension telephones and attendant operators assigned to take all long messages, such as accidents, newspaper items, etc., which average 200 daily. The switchboard operators therefore can give their attention to incoming and outgoing calls, which number 14,000 daily in the Borough of Manhattan, a total daily average in all boroughs of 32,000. This change required only ten additional operators, distributed in five boroughs.

SERVING DELINQUENTS WITH CHARGES.

An administrative improvement has been inaugurated by serving delinquent members of the Force with *charges at the time of their suspension*, thereby precluding the recovery of salary for the period during which they are under suspension, if charges are sustained.

PROPERTY CLERK.

	First Six Months	
	1917.	1918.
Property stolen and recovered.....	\$657,939.28	\$826,752.98
Property lost and found	534,901.33	516,897.60
	\$1,192,840.61	\$1,343,650.58
Grand total		
Auction and other sales	\$1,344.70	\$9,438.85
Auctioneer's fees	134.46	928.88
	\$1,210.24	\$8,509.97
Total.		

In explanation of the large increase in 1918 Auction Sales over 1917; during the first half of the year 1917, only one sale of unclaimed boats was held in the Borough of Manhattan; and no sales were held in Brooklyn; three sales were held in the Borough of Manhattan, one boat sale, one unclaimed property sale, and one condemned and unclaimed property sale; while in the Borough of Brooklyn, one general unclaimed property sale was held. Besides these items there were two private sales of police puppies.

In past years property taken from persons dying intestate, or where there were no next of kin present, was delivered to the Public Administrator or the Coroner. On January 1, 1918, a new law became effective, giving this office the handling of all property affected. In the past six months 568 lots have been received at this Bureau, of which 403 lots have been delivered, 1 lot was destroyed, and 164 lots remain on hand. The estimated value of the property delivered is \$47,876.76.

The clerical force necessary to transact the business of the Property Clerk's office is furnished mostly by detail, and, on account of the considerable value of the property in the custody of the Property Clerk and his assistants, it was deemed advisable to place the fourteen clerical assistants under bonds.

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HIGHWAY ACCIDENTS.

The following table exhibits a comparison of street accidents:

	First Six Months	
	1917.	1918.
Number of accidents	11,219	10,955
Number of persons killed.....	286	299
Number of persons injured.....	11,941	11,685

POLICE SURGEONS.

The following tables exhibit deaths, retirements and sick time of members of the Force as reported by the Chief Surgeon for the first six months of 1917 compared with the first six months of 1918 :

Number of visits to members of the Force on sick report.....	23,417
Number of days lost through sickness, etc.....	52,136½
Number of examinations of candidates for appointment.....	95
Number of examinations of candidates for appointment as matron.....	3
Number of examinations of probationary patrolmen.....	256
Number of examinations of probationary matrons.....	3
Number of examinations for reinstatement.....	3
Number of examinations of candidates for transfer from the Board of Water Supply Police to the Police Department.....	4
Number of examinations of applicants for the Police Reserve.....	683
Members of the Force seeking retirement, examined.....	98
Members of the Force retired for physical disability.....	49

First Six Months of 1917.	First Six Months of 1918.
Number of sick days lost.....61,980½	Number of sick days lost... 52,136½
Number of retirements..... 50	Number of retirements 48
Deaths 33	Deaths 42
Salaries for 1 Chief Surgeon, 17 Surgeons for first six months and 3 temporary Surgeons for 4 months and 21½ days\$35,650.20	Salaries for 1 Chief Sur- geon, 16 Surgeons for 6 months and for 1 Surgeon for 5 months and 11 days \$32,568.30
Saving.	
Sick days 9,844 or 16%	
Salaries \$3,081.90 or 8½%	

The decrease in sick time is accounted for by the establishment of the meal hour privilege, which lessens the hardship upon members of the Force. Notwithstanding the very severe winter and the general prevalence of sickness, the sick list was decreased approximately 16 per cent.

HANDLING AND DISTRIBUTION OF MAIL.

During the preceding administration the services of seven motorcycle patrolmen, three foot patrolmen, and two automobiles assigned as mail wagons were used in distributing department mail at an annual cost, for salaries and upkeep of machines, amounting to \$19,980, semi-annual saving \$9,990. This service is now discontinued.

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One foot patrolman assigned to house duty delivers each morning the mail for an entire inspection district to the Chief Inspector's office, where he receives official papers which are delivered to their respective destinations before 10.00 A. M. This method is simple and prompt, and results in the saving as stated and economy in time, with the result that motorcycle and foot patrolmen formerly assigned to this duty are now performing regular duty.

An idea of the amount of work this Bureau accomplishes may be gleaned from the fact that during one week over 676,000 pamphlets, signs, placards, Liberty Loan cards, etc., were delivered throughout the Department by foot messengers, without delay.

ARRESTS.

	FIRST SIX MONTHS		PERCENTAGE	
	1917	1918	Inc.	Dec.
Felonies.....	10,417	12,032	16	
Misdemeanors.....	43,795	38,186		13
Juvenile Delinquency.....	4,547	4,585	1	
Summonses.....	31,998	23,925		25
Witnesses	243	397	63	

The figures of arrests for felonies demonstrate the real efficiency of this Department. The decrease of misdemeanor arrests and in the issuances of summonses is due to the policy of the Department laid down to the Force at the outset of this Administration, as follows:

“The laws and ordinances must be fairly and honestly enforced. Arrests must not be made when summonses will serve equally as well, and summonses must not be issued when the same result can be accomplished by a warning.”

This has saved bringing to court under arrest persons who can be served with a summons, and admonishing and warning persons in cases where it would answer all the purposes of a summons. This is with a view to using proper corrective methods in such matters and eliminating the practice of bringing poor people to court for trifling offenses and subjecting them to loss of time and fines, and, at the same time, depriving the City of the services of policemen while in court.

WELFARE WORK.

The work of meeting conditions that involve the well-being of poverty-stricken families, particularly of girls and young women, has been undertaken by the Fifth Deputy Commissioner, who is the first woman to be appointed to a position of command in the Police Department. The sound theory that crime can be prevented by attacking the agencies responsible for the development of criminal tendencies, and by the correction of conditions as well as the supervision of environments which tend to lead boys and girls into wrongdoing, is the keynote of this branch of the service.

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Heretofore the work of investigations, etc., was performed by patrolmen. Beginning March 1, 1918, lieutenants and sergeants, eligible for retirement, were assigned to this duty.

The assignment of these lieutenants and sergeants of over 20 years' police experience in place of patrolmen, capable of active duty, has proved a decided improvement. Being superior officers, they may use the men on post to assist them when necessary. They also have the opportunity to influence policemen to view police duty from a preventive and protective standpoint, rather than deferring action until a crime has actually been committed. Eligible for retirement in nearly every case, the City obtains their services for actually one-half their salaries, and keeping them off the pension roll is an additional advantage to the Department.

In the first six months of 1918, 6,709 cases of truancy, destitution, delinquency and unemployment were investigated, as against 4,588 for the same period of 1917.

In each case investigated action was taken to remedy the condition and when necessary and practicable, outside agencies were called upon for assistance. In 75% of the cases "follow-up" work was required. In only about 2% was it necessary to make an arrest.

In addition to the increase in the number of cases investigated and "follow-up" work performed, 300 paroled prisoners were taken in charge, who were formerly supervised by a sergeant in the precinct affected.

Employment was secured for seven hundred and fifty-nine persons, comprising men who had been in prison, men and women with slight mental or physical defects, and boys and girls with a distaste for steady employment.

Needy families were aided in the amount of \$1,318.14, this money being contributed by private individuals.

Five Police matrons are assigned to investigate cases of illegal abortion, fortune tellers, wayward girls, and domestic relations. They are also assigned to patrol localities where soldiers and sailors are stationed or frequented by them, for the purpose of warning young and foolish girls of their danger in being found in such places. Names and addresses are obtained and parents notified.

COMPLAINTS RECEIVED AND INVESTIGATED.

The complaints received and investigated in welfare work since January 1, 1918, are classified as follows :

	No. of Cases	Arrests	Disposition		
			Conv.	Disch.	Pend.
Abortion	29	11	1	2	8
Rape	5	5	4	1	0
Fortune Tellers	15	1			1
Wayward Girls	165	} In these cases the persons were warned, advised, and kept under surveillance until they showed signs of improvement. Seven wayward girls were arrested.			
Domestic Relations	14				
Miscellaneous	74				

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The following table shows the activity of the Welfare Bureau :

	First Six Months		Percentage	
	1917	1918	Inc.	Dec.
Number of cases investigated	4569	6709	47	
Number of complaints received and investigated by matrons	302		
Number of persons for whom employment was secured	1893	1816		4
Number of cases extreme distress relieved (families)	101	265	162	
(Individuals)	500	1320	164	
Amount spent for temporary relief by or through welfare workers	\$1,765.97	\$9,318.14	428	
Amount of coal collected and distributed to needy families	2865 tons		

RECAPITULATION

ECONOMIES IN MONEY

SAVINGS FROM ORDINARY ADMINISTRATIVE SOURCES.

1.	17 Automobiles discontinued, annual upkeep . . .	\$12,750	
	Six months		\$ 6,375.00
2.	3 Motorcycles condemned, upkeep saved.....	180	
	79 Motorcycles in storehouse, upkeep saved.....	1,145	
	7 Bicycles, saving, non-use.....	20	1,345.00
3.	Employes and clerical hire—positions not filled...		25,071.12
4.	Merging of branch detective bureaus with station houses—		
	Rentals	\$6,240	
	Upkeep	7,500	
	Total.....	\$13,740	
	Six months		6,870
5.	Motorcycle and foot men, distributing Departmental		
	Mail, discontinued.....	\$18,000	
	Machines and upkeep.....	1,260	
	Two Ford cars used as mail wagons	720	
	Total	\$19,980	
	Six months		9,990.00

POLICE DEPARTMENT

6. Expiring leases which it will not be necessary to renew:		
283d Precinct stable.....	\$1,100	
72d Precinct Stable.....	900	
Traffic B, Station House.....	1,350	
Board, horses, Traffic D, about.....	1,000	
Total	\$4,350	
Six months.....		\$2,175.00
7 "Police Bulletin" issued monthly by last Administration discontinued	1,440	
Six months		720.00
8. Coal consumption Brooklyn and Queens, 257 tons.		2,029.25
9. Telephone Bureau—discontinuance special leased telephone line, six months.....		1,879.00
10. Telephone Bureau—discontinuance leased lines to Branch Detective Bureaus, six months.....		2,893.36
11. Steam Boiler Inspection—discontinuance use of horse and wagon, six months		600.00
12. Delivering engineers' certificates by patrolmen—postage, six months		459.00
13. Bureau Repairs and Supplies—difference in contracts, six months		22,870.00
14. Discontinuance of lease of accounting machines..	420	
Special printing in connection with above, six months	350	770.00
15. Five Hollerith machines, available for return. . .		375.00
16. Salaries of Special Patrolmen for the year 1917..	\$1,203,361	
Estimated salaries for the year 1918.....	550,000	
Year.....	\$ 653,361	
Six months.....		326,680.50
Note—These special patrolmen are still in the Department doing essential work ; if they had not been retained, it would have been necessary to ask for an additional appropriation.		
SAVINGS FROM THE WAR.		
17. 683 members of Force in war service ; we continue to pay the difference in their salaries, approximately \$820 per annum. For this expenditure the Department receives no services, but, by virtue of the adjustment, the Department saves in six months		\$118,000.00

SEMI-ANNUAL REPORT OF POLICE DEPARTMENT

(The above saving is estimated at at least \$350,000 for the year. These are believed to be minimum figures, for, as many of these men will undoubtedly hold higher rank with the progress of the War, the saving to the City will be increased.)

18. Had the Police Commissioner exercised his prerogative by filling the vacancies as they occurred, it would have cost the City of New York \$358,575, which amount has therefore been saved; thus 683 men drafted by the Government at \$1,050 per annum (salary of a man entering the service)	\$ 717,150
Six months	358,575
Less sum saved on the War service pay-roll of these 683 men (See 17)	<u>118,000</u>
Leaving a net saving to the City for six months...	\$240,575.00
But instead of the vacancies being filled by the appointment of new men, 546 details were abolished, and this number of men was returned to patrol duty, and by other re-arrangements of the Force the difference in the 137 men was made up. (546 plus 137 equals 683 men drafted for war service.)	
19. Clerical force now in Federal service, saving for six months	7,481.00
Grand Total.....	<u>\$777,158.23</u>
ECONOMIES IN MAN POWER.	
Reduction of details	546 men
Reduction of Special Patrolmen	<u>380 men</u>
Total	926 men
ECONOMIES.	
Money	\$777,158.23
Men	926

I desire to record my hearty appreciation of the services of the Deputy Commissioners, the Special Deputy Commissioners, and staff officers, for their cordial, loyal, and industrious support of this administration in its effort to enforce efficiency and economy. Indeed, that generous spirit of helpfulness and hearty co-operation manifest throughout the Department in response to the appeal of His Honor, the Mayor, is what has brought about the economies effected and made possible the high degree of efficiency which obtains to-day.

RICHARD E. ENRIGHT,
POLICE COMMISSIONER.

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