

DOCUMENTS
OF THE
BOARD OF COMMISSIONERS

OF THE
Department of Public Parks

FOR THE
YEAR ENDING APRIL 30th, 1873.



NEW YORK:
EVENING POST STEAM PRESSES, 41 NASSAU STREET, CORNER LIBERTY.

1873.

DOCUMENT No. 36.

BOARD

OF THE

Department of Public Parks.

MAY 16, 1872.

A report was received from Olmsted & Vaux, Landscape Architects, relative to communication between the Terrace and the Reservoirs, and on the deficiency of shade on the drives and walks of the Central Park.

Ordered, That said report be laid on the table and printed in document form.

E. P. BARKER,
Clerk.

REPORT ON COMMUNICATION BETWEEN THE TERRACE AND THE
RESERVOIRS, AND ON THE DEFICIENCY OF SHADE ON THE
DRIVES AND WALKS OF THE CENTRAL PARK.

To the Hon. H. G. STEBBINS,
President of the Department of Public Parks.

SIR:—Two resolutions of inquiry have been addressed to us from the Department: one in respect to the feasibility of more direct and ample means of communication between the Terrace and the Belvedere of the Central Park; the other in respect to the general deficiency of shade in the Park and the means of its improvement in that regard.

We present a skeleton map showing two courses of walk, one or the other of which would probably be followed by anyone anxious to get to the Belvedere as soon as possible after leaving the Terrace.

The grade of the walk which leads eastwardly from the Esplanade below the Terrace, after passing the foot of the Lake, although it is carried in a winding course up the hill, is perhaps inconveniently steep. It has been badly washed at this point, and having, in some changes made since its original construction, been laid with a high crown and the concrete at its sides having given way, its designed width is now practically much contracted. It needs to be completely relaid with a better concrete.

When its reconstruction is undertaken, we would suggest the introduction of steps, and recommend the adoption of a nearly flat cross-section, with improvements of the side drainage. By these means, without changing its course or making it any more obtrusive or subversive of the natural features, or breaking in upon the general walk-system of the Ramble, a considerably larger number of people could pass over this walk in a given time with ease and convenience, than at present.

We can recommend no other alteration in the plan of either of these routes of walks, by which the purpose in view would be served.

Various propositions have at different times been urged, manifesting convictions which may be presumed to be less fully represented by the resolution, with the direct requirement of which we have thus complied. Holding these convictions in sincere respect, we shall take the present occasion to briefly indicate the relation in which the propositions in question appear to us to stand to the design already in great part carried out.

It is urged that a broad, direct walk, forming in effect a trunk line, through the midst of the Park, from south to north, is a public requirement of paramount importance. It is also claimed that the Reservoirs, being geographically central, and the grandest objects in the Park, the walk or walks leading to and from them should be distinguished by unusual breadth, directness of course, and otherwise.

As the required south and north central walk would lead directly to the Reservoirs and then necessarily divide, passing around them on their walls, the two propositions may be considered as essentially one.

That feature of the Park, as it exists, which is known as the Mall, is considered a satisfactory provision, as far as it goes, for the required central trunk line of walk, while the Belvedere is regarded as emphasizing the entrance from the south upon the Reservoirs by an architectural porch, which, if somewhat awkwardly designed for this purpose, is a distinct recognition of the eminent importance of the position to which attention is thus enforced. But between the Belvedere and the Mall, and between the Mall and the south end of the Park, the existing arrangements are found very imperfect, and it is urged that these defective links in the plan should be improved by measures adapted to establish, as far as possible, a plain and straightforward thoroughfare in place of, or in addition to, the present devious and divided walks.

There is room, undoubtedly, for an intelligent difference of judgment upon the question whether the advantages which might have been secured by accepting the Reservoirs as features of great value in the design of the Park, and by establishing a grand avenue from north to south, through the midst of the Park, were such as to outweigh the disadvantages which would

have been thereby entailed. We do not propose to argue this question, but shall consider it our present duty simply to aid the Board in judging how far there is a reasonable probability that the advantages which may originally have been promised by such an arrangement, can now be obtained in any valuable degree, without an unjustifiable sacrifice of other classes of advantages which, wisely or unwisely, have thus far been preferably had in view, and the nature of which we shall, for this purpose, hope to sufficiently indicate.

The territory appropriated to the Park was a parallelogram two miles and half in length, and but half a mile in width. The Reservoirs stood in the midst of it, extending, at their broadest point, nine-tenths of the distance across it, with walls so high, that the two parts of the Park thus essentially separated were necessarily to be considered as wholly distinct fields of landscape. Although works of much interest, the grounds upon which the interest of the Reservoirs was to depend were essentially different from those upon which the interest of the Park was expected to chiefly lie. If, therefore, in passing through the Park, especially on foot, and slowly, the visitor was to be led along the walls of the Reservoirs, he would have three distinctly separated experiences:—First, the lower rural experience; then the unrural, but very striking experience of the passage of the Reservoirs; then a second rural experience in the upper Park.

The prospective value of the Park, as a distinct property of the city, was assumed to lie chiefly in the extent of continuous rural experience which it would be possible to obtain in it. Consequently, this division of the site by the Reservoirs was not considered a fortunate circumstance. It would have been better, in the judgment of the designers, if the Reservoirs had been situated *on one side* of the Park, rather than in such a way as to so nearly divide it.

But the Park territory really encloses the Reservoirs; and although the strips of ground to the east and west of them are very narrow, it was thought not to be out of the question, on the west at least, to form such a passage between the north and south rural divisions that, seen in succession, they would produce the impression rather of a single work in two parts

than of two separate undertakings. It was thought to be possible, that is to say, that in the mental experience of a visitor passing from the south to the north park, the Reservoirs might be practically *put on one side*, and the design of the Park is intended to make the most of this possibility.

It was anticipated, however, that the majority of foot visitors coming to the Park from a distance, would not be inclined or able, after reaching it, to walk more than three or four miles through it in any single visit. A walk by the most direct course that could be established from the south end of the Park to the middle of the north division, returning upon the same track, would be over five miles in length. Consequently, it was to be anticipated that, to most visitors, an experience of the Park on any one occasion would be limited by the Reservoirs.

The special recreation of a park (in distinction from a mere garden, avenue or promenade), being mainly obtained through an exercise of the mind following upon suggestions presented through the eye, it was deemed desirable that every advantage should be taken of the natural features of the lower Park to establish spacious landscape effects, and also to lay out walks which, within a limited compass, would present a strongly contrasting series of rural experiences.

The ground south of the Reservoirs is thus designed with a two-fold purpose :—First, as a part of a large park of which the other part is to be found, not by pushing from the locality of the Terrace directly across the water, up the opposite hill and along the high walls of the Reservoir which crowns it, but by a devious rural route ; and second, as a Park complete and offering varied and extended, but harmoniously related rural experiences within itself.

The form, size and position of the Belvedere and the Terrace, the treatment of the Esplanade below the Terrace, and of the Ramble and all the ground below the Belvedere, the outline of the Lake and the position of the Bow-bridge, all are designed mainly to serve the latter purpose by making the most of the distance and by emphasizing and aggrandizing the natural difference of landscape character between the locality of the level central district and the northern hilly, rocky and picturesque district of the lower Park.

The Mall was described in the report accompanying the plan when it was first presented to the Commission as being a feature of the proposed park corresponding in special distinction to the mansion in private grounds. That is to say, instead of being introduced as a channel, or stage in a channel, to something beyond, it was designed to be a central feature, complete in itself, and to which, as to a dwelling or abiding place, the general walk system of the Park should be tributary. Of course, technically speaking, it had no objective points; and while walks were made to diverge from it in various other directions, rectangularly and diagonally to its axis, none were formed directly outward from its ends. On the contrary, the theory of proceeding through it, and right on from it toward the Belvedere was distinctly precluded by ending it on a body of water, and extending a bay of this water as far as possible in the direction of the Belvedere.

In elaborating the preliminary study, this general conception of the relation of the Mall to the walk system of the Park as a whole, so far from being abandoned, has, with the approval of the Board, been even more decidedly emphasized.

Again; the Belvedere is not the special objective point of the walks leading out right and left from the esplanade of the Terrace; on the contrary, it is designed that the visitor, in pursuing these, shall be made equally welcome, whether he shall be disposed, first to go to the upper Park, keeping away from the Ramble; second, to saunter through the Ramble; or third, to make a circuit of the Ramble, so as to return by a different route from that which he followed in coming up. In the latter case only is the Belvedere designed to be brought invitingly before him.

It will thus be seen that every practical expedient in architecture and in gardening has been used to effect a series of purposes which are really antithetical to that which we assume to have been had in view in the resolution of your Board.

With regard to the deficiency of shade on the Park, it is to be observed that in laying out a park, the question of the most desirable disposition of the trees is one which precedes rather

than follows that of the arrangement of the communications, and that the communications should be accommodated to the plantations quite as much as the reverse.

It should also be considered that the site of the Park was at the outset almost completely destitute of shade, and was a piece of ground in which the difficulties of establishing shade with trees were unusual. The parts of the Park immediately adjoining the boundaries, the space east of the old Reservoir, and some stretches of the borders of the Bridle Road have not yet been fully planted. Elsewhere through the Park the trees now seen have been growing in their present positions, on an average, but ten years; they were, when set, generally young nursery stock, transplanted from a distance to a soil largely made by mixing crude materials for the purpose upon a foundation of rock. Under these circumstances it was to be expected, and was expected, that they would for a few years grow but slowly. They are now generally in thrifty condition, and, except where timely thinning has been neglected and an upright habit encouraged, their lateral branches are ready to push rapidly. Their growth in the first five years did not add as much shade to the Park as it will now probably in one, nor would an additional planting of a thousand saplings give as much more shade as the Park will gain through the growth of those already planted, in a single month, if the season should be favorable, this summer.

We cannot regard it as desirable that there should be continuous shade upon all the roads and walks, or believe that to obtain shade at every point, the scenery of the Park may with advantage be divided, as it would have been had the plans of the late administration been carried out, into a series of contracted apartments. Assuming that passages of sunlight are admissible, the question is whether, under the present design, they will be too frequent or too broad. By the time the trees now planted and designed to stand shall have reached a fair middle-age development, a man in going all through the Park will have to pass a hundred yards on completely unshaded walks, scarcely more than once in any mile, not as often as three times in two miles. More than nine-tenths of the whole length of the Drive, Bridle Road and Walks will be overhung

in whole or in part, before many years, by the foliage of the trees now planted.

We do not think that more trees should be planted for the sake of immediate shade, but that if more means of shade are temporarily required, they should be supplied by vines on trellises, or by awnings.

Respectfully,

OLMSTED & VAUX.

New York, April 16th, 1872.

DOCUMENT No. 37.

BOARD

OF THE

Department of Public Parks.

MAY 22, 1872.

Resolved, That the Report of the Board of Engineers on Concrete Pavements, presented at the last meeting, be printed as a document of this Board.

E. P. BARKER,

Clerk.

REPORT
UPON
CONCRETE PAVEMENTS,
PRINCIPALLY WITH REGARD TO COMPOSITIONS IN
WHICH BITUMINOUS MATERIAL
IS USED.

In accordance with the objects set forth in a communication by the Hon. H. G. Stebbins, President of the Department of Parks of the city of New York (suggesting the desirability of an examination by competent persons into the merits of the various concrete pavements, together with an expression of judgment as to their value for general or limited use, as would result from such examination, and a systematic discussion of the subject), and addressed to the Park Commissioners of the cities of Brooklyn, Philadelphia and Buffalo, and the Metropolitan Board of Works of the city of Washington, a Board of Engineers representing these several organizations convened at the offices of the Department of Parks, New York City, on Tuesday, March 12th, 1872, continued their session on the 13th inst., and subsequently adjourned to, and met in, the city of Philadelphia, on the 26th and 27th instant.

During this period the members of the Board examined all the pavements laid in these cities, and, notably, those in the parks and public squares. Of the large number and variety put down in this country, it may be stated that good samples of the most important of those which seemed to offer any

reasonable hope of success, were found on one or all of these parks and squares, and presented all the advantages for observation as to length of time laid, abrasion to which they had been exposed, and condition under such exposure, which the Board deemed of value for the purposes of their investigations. The pavements so examined were put down by the companies designated in the following list, viz.:

The Scrimshaw Patent Pavement Co.,
 The Scharf Patent Pavement Co.,
 The Grahamite Asphalt Pavement Co.,
 The Evans Pavement Co.,
 The Day Vulcanite Pavement Co.,
 The Filbert Vulcanite Pavement Co.,

together with some others, whose operations, however, had been too limited to warrant special mention. These had been in use for various periods from the year 1867 to date. Samples of nearly all exhibited favorable conditions, as to wear, and presented smooth, well formed and compact surfaces, with fair indications of continued durability.

These examinations and the resulting discussions were facilitated by prompt and full responses to the following communication, addressed to a number of the companies engaged in the laying of composition pavements :

MARCH 13TH, 1872.

The

Company.

Gentlemen,—A Board of Engineers, representing the Park Commissioners of the cities of New York, Brooklyn, Philadelphia, Buffalo and the Department of Public Works at Washington, have under discussion the question of the practicability of Concrete Pavement for pleasure drives and traffic roads, and are seeking information with the view to determine generally the requisites of a desirable pavement for such purposes. It is also their desire to investigate the subject of treating the concreting material with the view to determine, if possible, the best conditions under which it may be used.

To these ends I am requested to ask of you a written specifi-

cation of your pavement, setting forth, as fully as you may be inclined to do so, the materials used in their several proportions, the processes of manipulating, together with the form and mode of laying the same. In this connection we should like to have the statement show the bulks in depth which you offer for.

- 1st. Paths of public grounds and side-walks
with price per square yard superficial.
- 2d. Pleasure drives or roads for light travel “ “
- 3d. Traffic roads, including heavy travel “ “

You may, if you please, cite samples of pavement laid by you which offer favorable experience, with the time of laying, the class of wear to which it has been subjected, &c., and any remarks concerning the question of surface color you may be pleased to offer. This information is for the use of this Board only.

Respectfully,

JOHN Y. CULYER,
Secretary of the Board.

Communications to be addressed to

JOHN Y. CULYER,
Chief Engineer,
Brooklyn Parks Commission.

As is known, the principal and essential ingredients which are made use of in the composition of bituminous pavements, are broken stone, gravel, sand (or ashes, cinders, slag, vitrified clay and glass refuse, intended in part to replace these) with bitumen of asphalt or coal tar, as the concreting substance. In addition to these, there are other materials used which may be found of more or less service

It may not be out of place to mention that nearly one hundred patents have been issued by our government for these new and useful inventions so-called; and when it is further observed that for the purpose of fulfilling the very flimsy requirements of

the law, the patentees have been permitted to include in their specifications (under the pretense of using them as desirable ingredients) such rubbish as saw-dust, shavings, charcoal dust, peat, &c, it may be reasonably questioned how far the operation of this branch of our government serves to encourage and foster honest talent and industry, and specially the development of really useful and substantial improvement in desirable pavement compositions. Less than fifteen of these patented compositions present to-day any claims to the attention of practical men, and perhaps not one-half of these have more than partially succeeded, and some have totally failed for want of correct knowledge and experience (in combining and manipulating materials) on the part of the patentee.

A pavement composed of broken stone, gravel, sand, or their equivalents, if they can be found, united with asphalt and coal-tar bitumen, properly prepared, without doubt, will make a roadway which shall prove both cheap and durable; but no process now in use, so far as known to the members of the Board, by which any of the pavements are at present manufactured, offer such conditions of uniformity in the manipulation of the work as to warrant assurances of substantial success.

As a result of their discussions, the members of the Board endeavor to present in this report some general conclusions as to the materials used, the manner of working them, and such other conditions as seem necessary in their judgment to render this class of pavement of practical value.

The bituminous limestones of France, and especially the richest of these, that of the Val de Travers, in the canton of Neuchâtel, of which the asphaltic pavement laid in Paris, London and elsewhere is composed, is believed to be the best material for this class of work. This interesting mineral deposit occurs in the Jurassic limestone formation, and is the equivalent of the English oolite.

The percentage of bitumen in natural combination with the limestone is large, containing, according to a statement in the specifications of Claridge's patent, of November, 1837, carb. of lime and bitumen in about the proportion of 90 parts of carb. of lime to 10 parts of bitumen. No material which corresponds to this has as yet been found in this country.

What effect the climate and changes of temperature here will have upon this material is not yet known ; possibly the range and alternations of heat and cold will subject it to severe tests, with results differing from European experience.

Samples are to be laid in this country during the current year.

This bitumen is so intimately and evenly distributed throughout the limestone, that when prepared for surface application it readily re-unites and forms a complete and homogenous mass with very little labor.

It has not been possible, so far, to produce by mechanical combinations, a composition which meets the requirements of a good pavement so well. Asphalt and coal-tar bitumen, however, is substituted, and is found to answer very well. Much, doubtless, is yet to be learned as to the best mode of their mechanical and chemical treatment. Their sale and use for the manufacture of composition pavement has very largely increased during the last few years.

No doubt exists as to a sufficiency of supply to meet the constantly increasing demands for them.

By inquiries and investigations, in which the Board were assisted by Professor Chandler, Ph. D., Professor of Chemistry of the School of Mines, Columbia College, N. Y., it was found that a serious impediment to their successful use lay in the manner in which the asphalt was prepared for shipment to this country from the Island of Trinidad, and other places where its deposits are found.

The operation of refining is very imperfectly done, so that variable and sometimes large percentages of refuse and deleterious matter, as bituminous scoriæ, vitrified sand, cinders, &c., is contained in the material, as supplied for use. Dr. Ure, in several analyses, states that he found from 20 to 30 per cent. of this refuse matter. This variable nature in the quality of the asphalt not only seriously impairs its value, but likewise renders somewhat uncertain the results of its use, where fixed rules as to given quantities have been established.

It is also believed that a serious objection exists in the manner in which the material is treated for the purpose of separating the foreign substances that may be contained in the asphalt when quarried, and in distilling volatile matter.

Investigation seems to indicate that the heat is applied in an irregular and unsystematic manner, and with such carelessness as to frequently destroy much of the valuable part of the asphalt. In this condition, after being placed in barrels, and shipped to market, without any mark or brand to indicate its impaired value or uselessness, it finds its way into the hands of the contractor, who, with ever so sound a formula in theory, will fail of a satisfactory practical result, when this burned or calcined or otherwise defectively treated material is used, in spite of the most conscientious efforts on his part to make a good piece of work. The same general objections are equally applicable to the use of coal-tar, as prepared and used at present.

The preparation of asphaltic and coal-tar bitumen, to make it most valuable for the use herein discussed, must involve improved machinery, a more extended scientific supervision and systematic labor. Such processes will necessarily enhance the first cost of the material, but its subsequent value, resulting from its known uniformity of character and reliability, will increase in proportion as the standard established as to quality is improved, and the strictness and honesty with which manufacturers adhere to it.

The manufacture and laying of pavements, that has been done in nearly all cases, has been in the form of a series of imperfect experiments, in which the preparation and combination of the materials have been so frequently modified as to present but little value, so far as repeated application of a well developed principle is concerned.

Any process which will not, with reasonable certainty, secure the uniform application of heat to, and proper supervision over, the distillation necessary to bring the material to its most desirable condition, will prove objectionable for these two reasons, viz. :

- 1st. It will either result in the destruction of valuable properties of the material, or
- 2d. Will impair its usefulness to an almost equal degree, by the imperfect evolution or distillation of volatile or other useless matter.

With regard to coal-tar, the same difficulties arise as to its treatment for use, as a concreting material, and it is only the result of recent experience that its careful reduction or distillation was found to be desirable or necessary at all.

When drawn from the receivers, it contains a large percentage of useless matter—water and the light or volatile oils. The value of its solid portions varies under the circumstances of the kind of coal used and the variations in the process of producing the gas.

The use of crude coal-tar, as ordinarily produced by the manufacture of gas, is unequivocally condemned.

The use of pine or wood-tar in any form is also condemned.

The use of steam for the heating purposes will be found to be most effective, and its adoption, both for the preparation of the crude asphalt and coal-tar for market, as far as it may be possible to do so, as well as by the manufacturer of pavements, for the several processes of manipulating his materials, will, in the opinion of the Board, go far towards securing most desirable results. All the operations and processes under which any of these classes of pavements are to be laid, should be clearly stated and understood by those for whom the work is to be done, before work is commenced. The work should be subjected to rigid supervision by an engineer, or other competent person; whatever temperature may be required by the process in hand, such temperature should be known, and carefully conformed to.

Much information will be derived in the future, regarding the best mode of composing and laying these pavements; up to this year, no business enterprise, involving such extensive labor and material interests, seem to have lacked, to such a degree, the results and advantages of intelligent and systematic experiments.

As the question now stands, careful observations, accompanied by a thorough record of all the circumstances attending the doing of any work hereafter, will be of great value. These observations and record should begin with the preparation of the surfaces upon which the pavement is to be laid, noting the character of the soil, the conditions and peculiarities which may be met with, such as erratic deposits of clay, quicksand,

springs, &c., &c., requiring special treatment, also the material used in the superstructure, the specifications under which they are laid, length and time of laying, and such other details as will be naturally suggested as valuable to a thorough knowledge of the conditions under which the work was done.

A series of observations under such circumstances, carried on during two consecutive seasons, in connection with work laid by any or all of the reputable companies engaged in this work, will prove of exceptional value alike to the manufacturer as to those seeking information as to their practicability and usefulness.

The requirements and characteristics of a good roadway are very much the same as regards their construction, whether it be of stone or gravel, or a combination of stone and gravel, with bitumen.

Bituminous composition pavements should be placed upon well prepared foundations of concrete made of broken stone, with hydraulic lime or bitumen as the matrix.

Such a foundation has been made use of in all cases in France and England, and it is to that fact, in conjunction with the more thorough manner in which the work is done abroad, that is to be attributed, to a large degree, the success that has attended such work. Pavements have been laid in this country on road-beds utterly unfit to receive them, without special treatment.

The nature and condition of the foundation has been deemed to be of little importance, apparently, by some manufacturers, either as deteriorating from or contributing to the integrity and durability of the superstructure, but many attempts to render a pavement, laid on a bad foundation, a lasting one have failed.

Preparatory to laying any part of the road-superstructure, the ground should be shaped and compacted to a carefully prepared surface, which should be parallel with the surface of the superstructure when finished. Soft or uncertain ground and special localities where the deposits of objectionable material occur, should be remedied by replacing it with stone, gravel, sand, or other reliable substitute.

Moist, marshy, or springy ground occurring within the line of the streets, should be treated so as to prevent the possibility of settling, or the working up of water through the structure,

either by excavating and replacing the objectionable material, as above noted, or by leading the water, by tile or otherwise, beyond the line of the roadway.

This surfacing should have suitable crowning to carry off any water that might find its way through the upper courses, and so reduce the risk of damage by frost. Upon the natural surface thus arranged, unless it should be of a porous nature, it would still further add to the completeness of preparation, if a layer of sand, gravel, or other loose material were placed over the entire surface.

Upon the road-bed thus prepared, a layer or foundation of properly made concrete is to be laid, varying in thickness, as hereinafter indicated, according to the use to which the roadway is to be subjected.

In any case, whether hydraulic lime or bitumen is used as the concreting substance, the material must be allowed to set properly.

The Board are of the opinion that the strength and durability of the road largely depends upon the thoroughness with which this part of the work is done.

It is very desirable that the finishing surface should in no case be placed upon the foundation course until all the moisture is expelled, and until the concrete has become sufficiently indurated to prevent any movement of the material composing it, when walked upon.

Moisture, in connection with the preparation and application of the bituminous compound, must be entirely removed before it can be safe to use it, as the presence of water seriously interferes with the adhesive properties of the bitumen. No material should be manipulated during and exposed to wet weather, and material, for like reason, which had been rained upon, should not be laid until thoroughly dried.

A bituminous concrete pavement cannot, in the true sense, be made elastic, although we are accustomed to speak of it as a semi-elastic material; meaning that, by slightly tempering it, it is found to conform more readily to the changes of temperature, the range and alternations of which, in this country, no doubt place them among the most serious dangers to which these pavements are exposed.

The proper use of material necessary to secure a combination

which will adapt itself most effectively to the changes of temperature, avoiding liability to excessive softening in summer, and to the frequent and uncertain cracking by contraction, in winter, to which a rigid compound is exposed, is a very important result to attain.

Geographical position will vary somewhat the relative proportions of certain ingredients required to produce the condition alluded to, but experience and intelligent observation will determine very nearly the manner of securing the desired end. The surfacing material will, of course, vary in depth, according to the uses for which the road is intended, as well as to the different views entertained by the several patentees. In any event, it should be applied with uniformity as to the thickness of the various grades of material used; compacting, by rolling or otherwise, should be carefully and thoroughly done, to secure uniform solidity and density of surface, as insuring more complete impermeability to water. This material will be found to consolidate under the pressure of traffic, and it is believed that the surfaces will harden to some extent by exposure.

Various artificial means are resorted to, to harden these compounds—notably the use of sulphur, sulphuric acid, oxide of iron, cement and lime. Some of these materials *will* no doubt harden these compositions, but except with great care and a knowledge of their use, will add no permanent value to the pavement, while, on the contrary, any imprudent or excessive use would produce defective surfaces, liable to excessive abrasion as well as rapid disintegration.

The use of any such substances, which in themselves are not of a durable nature, or which in conjunction with other matter do not change character or produce chemical combination with other ingredients, is to be condemned, and an offer to do work under patents comprehending the use of such material, should subject the proposition for doing work under such circumstances to the severest tests of examination, as well as the work itself, if allowed to be done, before its acceptance.

All the processes of manufacturing these pavements, and especially the application of the concrete foundation and surfacing materials, should be carried on in a careful and deliberate manner. No hurried or imperfect work should be permitted under any circumstances. All the work should be done under

the very best combination of circumstances, and compromise will be at the expense of the work, and in case of failure will largely relieve the contractor of his responsibility. Thorough and perfect work at the outset will be found to give the greater satisfaction, and will prove most economical, for the reason that, however the contractor may be bound to insure perfect work, the repaired surface will not always be as good as the original, and the occupation of a street for the second time will prove both annoying and uneconomical.

The laying of these pavements should be limited and restricted to fine weather, a moderate temperature and reasonably dry atmosphere being unquestionably the most favorable combinations. These conditions are, possibly, best secured within the period from April 1st to December 1st, but may be exceeded in either case, according to the locality of operations and the kind of weather prevailing at the time. This recommendation is simply intended to indicate, in a general way, that the prevalence of damp and frosty weather is unfavorable for this class of work.

The necessity of prompt repair of all worn or defective surfaces is apparent, so long as the concrete foundation is preserved intact, the work of repair is confined to supplying the surface coating only, and its partial or entire restoration will be comparatively inexpensive. The system adopted in Paris and elsewhere, by which repairs are made as soon as the smallest defect is observed, and before the defective portion is permitted to be enlarged or still further complicated by wear, is in all respects a desirable one to adopt in this country, and any organization or corporation having pavements of this character to any extent under their charge, will find it economical to keep in constant employ a small corps of skilled laborers who, by practice and experience, will become proficient in repairing it, and it is believed that the cost of maintenance will then be reduced to the minimum.

The merits of a well-made composition pavement are many; assuming that its construction, as to material used and manner of manipulating them, is carried on upon the basis of the recommendations and suggestions contained in this report.

It should be a durable pavement; economy in first cost should constitute one of its first advantages; repairs should be comparatively inexpensive.

The freedom from dust in dry weather and from mud in bad weather, over other pavements, together with the facility with which it can be kept clean, is also clearly demonstrable, and in large cities and much traveled streets this will undoubtedly prove very desirable.

The smoothness and regularity of the surfaces specially commend it as a traffic road, in view of the fact that it requires the minimum tractive power to a given load, exacting, so far as this class of roads is concerned, less strength and weight of vehicle—a consequent reduction of the dead weight and a corresponding increase in the paying load.

This pavement is free to a noticeable degree from noise and jar, and otherwise offers conditions favorable to the comfort and effectiveness of horses, and adds somewhat to the happiness of sensitive humanity.

All pavements of this character must prove valuable in a sanitary point of view, in that they do not absorb water to any appreciable degree; they prevent exhalations of noxious gases, the material (bitumen) being a known antiseptic. Their cleanliness is also a great recommendation.

Finally, the conclusions arrived at, as the result of the examination and discussions of the Board, may be briefly stated as follows:

First.—The enforcement of a system of heating asphalt and coal-tar bitumen, developed under competent chemical investigation, by which a comparatively uniform standard of quality and character may be established. In this connection it is suggested that a series of trials with material so prepared, under the direction of this Board, be authorized.

Second.—The adoption of improved machinery and of heating by steam, for all purposes of manipulating the materials to be used.

Third.—All the work to be done in the manner hereinbefore described, and in accordance with given formula or specifica-

tions, under the supervision of an engineer or other competent person.

Fourth.—It is recommended that, in all cases where it may be possible, sewers, gas, and water pipe and needed connections shall be put within the lines of the street and sidewalks, a sufficient time in advance to allow for proper settlement and repairs.

It is believed that better work will result if the road-bed and foundation course of concrete is prepared and laid for the contractor, and the Board therefore recommend that, wherever it may be practicable, that this portion of the work shall be prepared in the most careful and thorough manner, ready for and preparatory to the work of surfacing with bituminous material.

The accompanying sketch shows the sections of three classes of roadway and walk, and while the dimensions may vary under certain circumstances, the Board is of opinion that their adoption as a minimum will secure in all cases a more complete and durable roadway than has heretofore been offered to the public.

Much time would be necessarily consumed in properly testing the various processes herein outlined, and following out results by careful experiments, but the Board are convinced that the present system of manufacturing bituminous pavements is in need of entire reform, and they beg to suggest in this report the direction and manner of improvement which their investigations seem to point out. It is certain that radical changes in the treatment of material and their manipulation is necessary, and would greatly facilitate the proper development of a class of work in which the public is so largely interested, and which, if found to succeed better by the adoption of these suggestions, or if the resulting investigations will develop more correct principles for the preparation and use of materials in this class of pavements, much good will have thereby been accomplished, and an important and

increasing branch of industry and enterprise will be added to the successful labor of the country.

M. A. KELLOGG,

Eng. in Chief D. P. Parks, New York,

President.

JNO. Y. CULYER,

Chief Eng. Brooklyn Parks Commission,

Secretary.

JUS. D. ESTABROOK,

Prin. Asst. Eng., Fairmount Park,

Philadelphia.

A. B. MULLETT,

Chief Eng. Metropolitan Bd. of Pub. Works,

Washington.

S. P. BROWN,

Metropolitan Bd. of Pub. Works,

Washington.

O. E. BABCOCK,

Major Engineers, U. S. A., in charge of Public Buildings and Grounds.

MAP

DOCUMENT No. 38.

B O A R D

OF THE

Department of Public Parks.

JUNE 19, 1872.

The **PRESIDENT** presented a certified copy of an act entitled "An Act to repeal an act, entitled 'An Act relative to the improvement of certain portions of the county of Westchester and New York, including provisions for communication between said counties, and for the improving of the navigation of Harlem river and Spuyten Duyvil creek,' passed April fifteenth, eighteen hundred and seventy-one, so far as relates to the survey of the towns of Eastchester and Westchester, in the county of Westchester, and to amend the same in other respects."

Ordered, That said act be laid on the table and printed in document form.

E. P. BARKER,
Clerk.

Chapter 878.

AN ACT to repeal an act entitled "An Act relative to the improvement of certain portions of the county of Westchester and New York, including provisions for communication between said counties, and for the improving of the navigation of Harlem river and Spuyten Duyvil creek," passed April fifteenth, eighteen hundred and seventy-one, so far as relates to the survey of the towns of Eastchester and Westchester, in the county of Westchester, and to amend the same in other respects.

Passed June 8th, 1872, three-fifths being present.

The People of the State of New York, represented in Senate and Assembly, do enact as follows :

SECTION 1. Chapter five hundred and thirty-four of the laws of eighteen hundred and seventy-one, entitled "An Act relative to the improvement of certain portions of the county of Westchester and New York, including provisions for communication between said counties, and for the improving of the navigation of Harlem River and Spuyten Duyvil Creek," passed April fifteenth, eighteen hundred and seventy-one, except as to the provisions providing for bridges and tunnels across the Harlem river, is hereby repealed, so far as relates to the survey of the towns of Eastchester and Westchester, in the county of Westchester.

§ 2. All expenses and liabilities incurred under said act shall be audited and paid by the Department of Public Parks of the city of New York, out of money to be furnished by the town for which such expense has been incurred, and if sufficient money for such purpose shall not have been raised in such town and paid over to said department prior to the passage of this act, it shall be the duty of the Supervisor and Town Clerk of such town, on the requisition of said department, to issue certificates of indebtedness, payable to the order of said department, to an amount necessary to pay such expense and liabil-

ities, which certificates shall draw interest from the date of said requisition, and shall be paid by said town within one year from such date. And the Board of Supervisors, of the county of Westchester, shall assess upon said town the sums necessary to pay such certificates, with the interest thereon, when they become due.

§ 3. If at any time there shall be no Chairman of the Board of Supervisors of said county of Westchester, the County Judge of said county shall act in his place and stead in all proceedings under said act, until a Chairman shall be appointed, and the acts of said Judge shall have the same force and effect as though performed by said Chairman.

STATE OF NEW YORK, }
Office of the Secretary of State. } ss. :

I have compared the preceding with the original law on file in this office, and do hereby certify that the same is a correct transcript therefrom and of the whole of said original law.

Given under my hand and the seal of office of the Secretary of State, at the city of Albany, this
[SEAL.] fifteenth day of June, in the year one thousand eight hundred and seventy-two.

ANSON S. WOOD,
Dep. Secretary of State.

DOCUMENT No. 39.

BOARD

OF THE

Department of Public Parks.

JULY 17, 1872.

Resolved, That the report of the Treasurer, showing comparative rates of wages paid elsewhere in this city for common and skilled labor, be printed in document form.

ISAAC EVANS,

Assistant Secretary.

TO THE BOARD OF THE
DEPARTMENT OF PUBLIC PARKS:

On the 22d of May the Board was asked to consider the proposition that "in view of the expenses of living, the sum of two dollars and fifty cents per day of eight hours is but a fair remuneration for ordinary labor—skilled and other labor to receive a proportionately increased compensation," and on the 5th of June following the treasurer was requested to report "a comparative list of wages paid elsewhere in the city, and what increase, if any, would be proper" on the works of the Department.

A difference of judgment exists as to the method of determining what is "proper" in this respect in the business of the Department. The question arises under the following circumstances: The health of the city requiring that it should be provided with public grounds adapted to particular forms of recreation, counteractive to the effects of confined life, five of its citizens have been commissioned to apply certain funds to the purpose of procuring them. Some part of the required fittings of these grounds are to be found ready-made in the market, and may be obtained by direct purchase; other parts have to be made to order, and may be acquired by dealing with contractors who employ the workmen by whose labor these parts are to be formed. Yet other parts are to be acquired by contract directly with the workmen, the materials and tools to be used by them having to be bought separately.

There are thus four several classes of dealings in which the Department has to engage. In respect to three of these classes the rule is followed of paying the market price for what is wanted, and in regard to most articles this is determined by finding the lowest bid in a competition of those who are able to supply it. Should any other method be systematically used, whereby more was obviously paid than the market price, the Department would be regarded as faithless to its trust.

It is argued that where laboring men are engaged directly by the Department, instead of by dealings with contractors, this rule of paying according to the market rate for similar service should not be followed, for the reason that, at the present prices

of lodging, clothing and provisions, men cannot be expected to maintain families comfortably unless they are paid more than the rates of the market. The proposition seems thus to be suggested, that the Department shall determine the rate to be paid by it for labor, by reference to the market value of provisions and to other conditions, by which the daily cost of comfortably supporting a family may be tested. The constant fluctuation in details, and the constantly varying difference of proportion between the wholesale and the retail rates of the provision and clothing markets, would make such a standard a vague and uncertain one; but, assuming it to be practicable to regulate wages by such a method, it is to be further considered that but a small part of the laboring men resident in the city, or even of the number now and commonly seeking employment can be provided with employment by the Department. Much the larger number of working men of the city are engaged with private employers. If the Department pays more than the generality of private employers, it can only be to a small number of favored men.

The wages paid by the Department are drawn from funds obtained by a process which, in the end, adds, in proportion to the amount obtained, to the rates of rent and the price of all provisions and household supplies sold in the city; consequently if the Department should advance its rate of wages materially above the market rate, for the sake of increasing the comforts available to the families of the comparatively few men whom it would employ, the effect would be to increase the cost to the great mass of working men of the city of supporting their families in comfort. At the same time, the chance of obtaining the higher wages to be given to the favored few, would tend to draw to and hold in the city many men without families, who, failing to obtain work with the Department, would be compelled to seek it of private employers, and thus crowd out of employment or reduce the wages of some who might otherwise be earning a fair support for their families.

In the judgment of the treasurer, the attempt to determine a rate of wages by such a process would neither be found practicable nor beneficial to the great body of the working men of

the city, while it would oblige the Department to exceed its legitimate and proper duty.

The question remains whether the rates now paid by the Department in its dealings directly with workmen are less than those which they might obtain if they should deal with private employers?

In respect to this question, it is known that craftsmen employed in private works in most of the trades represented in the works of the Department are, or have recently been, engaged in testing the demands of the market by the process of strikes. In some few instances they have been successful; in some they have abandoned their purpose, and in some they still hold out, and works are stopped. Under these circumstances, it has been hardly practicable to form a comparative list of the rates of wages, but it is believed that, as a general rule, the demands even of the strikers have scarcely gone beyond the rates of compensation already established by the Department. Skilled workmen and mechanics are unquestionably eager to obtain employment at these rates.

With respect to unskilled labor, this is the season of the year in which it is usually in greatest demand throughout the country. The number of men seeking employment in the city is nevertheless large, and contractors who are paying twenty per cent. less than the Department represent that they find no lack of men. It has been asserted that a higher rate than that established by the Department is, in some instances, paid, but promises to inform the treasurer where and by whom, made some weeks since, have not as yet been kept. There is no reason to doubt that the force now employed by the Department could at once be very largely increased, were it desirable, without an advance of wages.

Wages have been advanced, from time to time, on the works of the Department until the rates have become, on an average, three times as high as they were ten years ago. The treasurer is of the opinion that the Department would not be justified in making a further advance at present.

Respectfully,

FRED. LAW OLMSTED,

Treasurer.

DOCUMENT No. 40.

B O A R D

OF THE

Department of Public Parks.

OCTOBER 16, 1872.

Ordered, That said communication be laid over and printed
as a document of the Board.

NEW YORK, October 15th, 1872.

To the Board of Commissioners

Of the Department of Public Parks :

On the 12th of June last, the Board referred to the President a communication from Major-General Alexander Shaler, requesting opportunity to confer with the Department, with a view to taking the necessary steps, with as little delay as possible, to carry out the provisions of an Act of the Legislature, passed April 20th, 1871, and entitled "An Act to alter the map or plan of the City of New York, by laying out thereon a public place for a Parade Ground, and to authorize the taking of the same."

In accordance with the intention of the Board, I have, during the summer, had numerous conferences with General Shaler, and have, with him, looked over all the unoccupied ground of the island, and examined several localities with care, with a view to the determination of a practicable scheme of a parade ground,

In a paper prepared by the Comptroller of the Central Park, and printed in the Thirteenth Annual Report of the Park Commission, the requirement of a Parade Ground is carefully discussed, the history of former legislation, and of several undertakings to meet the want, is given, and the project suggested of acquiring and setting apart for the purpose a sufficient territory on the Harlem flats, immediately north of the Central Park. The views of that paper in respect to the necessity of a parade ground, and of the impracticability of establishing it

within the Central Park, or any existing public ground, were accepted by General Shaler and myself, and it was agreed that a plane surface of green sward of not less than seventy acres in extent, should be had in view as requisite for the proper parade of the National Guard of the city.

It was found that the value of a tract of land of this extent on the site proposed, immediately north of the Central Park, had already risen to fully seven millions of dollars, and that no satisfactory ground could be obtained south of High Bridge at a less cost than four millions. It was thereupon determined to make an examination of the low ground north of Fort George. After much study a site has here been found in which it is believed the required accommodation can be obtained at less cost than at any other point on the island. Maps are appended showing its position and proposed form. The larger part of it is flat and low, and a small part under water. To bring this to a suitable elevation, about three hundred and sixty thousand (360,000) cubic yards of material would be required, which is found on a hill just within the western boundary.

This hill is largely formed by a ledge of building marble, which would be quarried incidentally to its required reduction, The right to sell this being allowed, it is estimated that a contract for the necessary grading could be made at a sum not exceeding three hundred and fifty thousand dollars (\$350,000).

In determining the boundaries of the proposed ground, it will be observed that the valuable land fronting on the Kingsbridge road is avoided, as, for the most part, is also that which is thought to have a certain special value from the prospective improvement of Harlem river as a navigable canal.

All of the land embraced within the proposed boundaries was sold at public sale in the year 1870, at prices establishing its net value at two hundred and sixty-six thousand five hundred dollars (\$266,500), since when no sales have occurred that afford indications of its present value. Assuming an advance

of fifty per cent. in two years, the present value of the land would be four hundred thousand dollars (\$400,000).

The objection to the site, that it is difficult of access from the present centre of population of the city, will not, upon reflection, be found to rest against it much more than against any ground which could now be thought at all available.

It is one thousand yards from Inwood landing and railway station, on the Hudson River, by a level street one hundred feet wide, as already laid out. Boats on the Harlem River would land passengers directly upon it, and a railway from the Grand Central station follows the opposite bank. No site upon the island nearer the city is approached with equal convenience and rapidity from as many different points within it.

The site, as defined on the maps, contains eighty-one (81) acres of land, of which seventy (70) would be nearly level and available for parades, and thirteen (13), a part of it elevated, for spectators, roadways, and buildings. An equal area of moderately plane surface anywhere south of 155th street, would probably cost ten times as much, and if south of 125th street, twenty times as much as that proposed.

I recommend the Board to adopt the necessary measures for taking this land, and laying it out as a Parade Ground.

Respectfully,

FRED. LAW OLMSTED,

President.

DOCUMENT No. 41.

BOARD

OF THE

Department of Public Parks.

OCTOBER 24, 1872.

The PRESIDENT presented a report from Frederick Law Olmsted, Esq., late Treasurer, relative to the police force of the Department.

Ordered, That said report be printed as a document of the Board.

F. W. WHITTEMORE,
Secretary.

To the Board of Commissioners of the Department of Public Parks :

Under instructions of the Board, the Treasurer offers the following observations on so much of the police arrangements of the Department as pertain to the Central Park.

The Central Park is planned upon a motive which, in the very freedom it offers the visitor, assumes the exercise on his part of a degree of circumspection and restraint to avoid the abuse of its advantages, such as would have been unnecessary had they been more commonplace.

The difficulty of adequately instructing and reminding the visitor of its exactions in this respect was, from the outset of the work, known to be the most vulnerable point in the undertaking. The means adopted for the purpose were, however, for a series of years, so far effective as to give increasing assurance of the practicability of success, the only apparent danger ahead being that, through political corruption, unskillful administration or improvident parsimony, the force of park-keepers should become insufficient for its required duty, either in numbers or in training and discipline.

The public seemed not only to submit to the enforcement of the necessary regulations, but to welcome the means used for that purpose, and pride was taken in the belief that the park was to present an exceptionally creditable exhibition of orderliness and decorum, as well as of finish and good keeping.

A lawless habit was rare among visitors, and it was apparent that even men of reckless disposition and unaccustomed to polite restraints upon selfishness were under influences when in the park which dissuaded them from a misuse of its privileges.

The admonitions of the keepers were generally received in good spirit and willingly heeded, and when this was not the case by-standers were often prompt to reprove the offender and applaud the representative of the law.

It was to be expected, as the city should in effect be brought nearer, year by year, to the park, and it thus came to be more easily, familiarly and numerously visited, that the means used for instructing and reminding visitors of their duty would be found less effective, and would require enlargement, if not modification of character.

The average attendance at the park having already reached thirty thousand a day, and apparently increasing at a more rapid rate than ever before, it is wise, at this time, to inquire how far the requirements of the plan as to the conduct of the public in its use, continue to be met.

After careful study of the matter during the last year, it is found that a change has occurred greatly for the worse.

The park is much misused, and this not merely by men of lawless ways, but even more by people whose appearance indicates orderly habits and a disposition to regard the common interests of the community.

Sheet 8, Page 13

Regulations which for the general convenience are most necessary to be observed, are often obeyed in a way which conveys a

protest and reproof to the policemen enforcing them ; more often, openly disregarded.

Insert & Page 12

Even the children playing on the skating-pond and ball-ground are latterly manifestly much more rude in their ways than they were a few years ago—more ready to violence, and more apt to commit wanton injury upon the objects provided for their accommodation and gratification.]

If what has been lost in this respect shall not be speedily recovered and a reverse tendency established, the distinguishing elements of advantage which this park has been supposed to possess over others will, with the rapidly-increasing numbers of visitors, become elements of disadvantage; the money which has been and is now being spent in their development will have been wasted, and sooner or later a new park will have to be made upon the ruins of that hitherto designed, adapted to recreation of a less refined character, and in which there shall be little to loose through mere carelessness and rudeness.

To get the better of this danger is the most important duty before the department, for the reason that there can be no waste of the city's wealth controllable by the board equal to that which will result from the use of inadequate means for the purpose.

Many reasons for the change in the habits and disposition with which the park is used might be indicated, none of them involving the supposition that a change has occurred in the character of the people rendering them less amenable to reasonable requirements, and most of them referable to the fact that the park was for two years under a government indifferent to the danger and strongly disposed to vary from the methods of its previous management in every way practicable.

The principal cause, however, must be believed to be that, notwithstanding the fact that the total sum of wages paid for police service was, during the period just referred to, increased in larger proportion than the increase which had occurred in the number of visitors, the means of instructing and reminding visitors in an effective way, of what, for their own satisfaction as a whole, would be desirable in their methods of using the park, have not been enlarged correspondingly.

More particularly the growth of an indisposition to yield gracefully to reasonable requirements may be accounted for on the supposition that, in the scarcity and lack of vigilance of keepers, disregard of some of the park ordinances passes so frequently unnoticed, that when, by chance, an attempt to enforce them is experienced, it seems a capricious exercise of authority.

The growing unreadiness to receive a caution, and the difficulty, on this account, of checking a wrong movement excites impatience on the part of the officer, the expression of which, in the voice and otherwise, provokes a disposition of resentment in the minds of visitors who may have fallen into error simply through ignorance or thoughtlessness, and who are thus led to adopt an habitual attitude of resistance and antagonism to all official authority on the park.

A remedy for these evils can only be sought through the slow operation of a prolonged course of measures, patiently and assiduously sustained, in freedom from the embarrassments to good administration which political considerations are usually allowed to establish in this city.

Before studying the question of the changes desirable for this purpose, a review of the present condition of the police force of the park is necessary.

A summary statement of its defects would be that it numbers many men not well adapted to its purpose ; it is not organized fitly for its purpose ; it is not trained fitly for its purpose ; it lacks the respect for and confidence in the power of its officers which is requisite to suitable discipline, and it is possessed of a factious, jealous, furtive and intriguing disposition in the highest degree unfavorable to its efficiency.

To exhibit these conditions more particularly, it is to be said, with regard to the first, that the selection of many of the men now on the force has unquestionably been made less with a consideration of their qualifications than with a view to the gratification of persons having not the smallest accountability for the character of the park, and neither interest in or knowledge of the kind of service desirable to be secured in its police. Many of those thus appointed have been of irregular life and improvident habits, unwilling to work as laborers, and unable to gain a livelihood in any regular trade.

These misfortunes, with, perhaps, the fact of their possessing a large acquaintance and influence with it which can be used politically, have been, in fact, the ground of their appointment.

It is hardly necessary to point out that, while such men may long avoid conviction for offences under which they would incur dismissal, their disposition and habits are such as to make them much harder to train into a desirable class of park-keepers, than would be the average steady and industrious day laborer. Nor is it necessary to explain that the influence of even a small number of such men must have been bad upon the character of the whole force, leading it toward a general habit of perfunctorily getting through the motions technically necessary to the pocketing of its pay, with the least application of intelligence to its duty possible.

In respect to faults of organization and training, it is to be observed that two years ago the force was re-formed, with the evident assumption that the service to which it was to be adapted, differed, except in the very simple requirement met by the element of the gate-keepers, in no way essentially from that aimed to be secured in the organization and training of the ordinary street police of the city.

The former chief officer was removed and one appointed who was new to the park, wholly uninstructed in its special requirements, and whose recommendation lay in the fact that he had passed reputably through the various ranks of the metropolitan police to that of captain, and was thus to be presumed to have a familiar knowledge of, and proficiency in, the common duties of that force.

It will be evident upon reflection, that the assumption thus underlying the organization is fallacious; the duty with reference to which the metropolitan police is regulated and trained, differing widely from that to which the park police should be adapted.

The starting point of organization for the metropolitan police is the liability of citizens to suffer from fires and other disasters to buildings, from burglaries, riots and other crimes of violence. Its most important object is to overawe, outwit and bring to punishment the constant enemies of society, and to guard vast stores of private property from their depredations. The means chiefly relied upon for this purpose is that of a guard patrolling the sidewalks, in front of the walls and doors which constitute the primary means for the same purpose, and the training chiefly required is that which will develop a keen scent for discovering, and a quick and strong hand for getting the better of deliberate attempts at felony.

On the park there are no stores of private property, no walls or doors to be guarded, and respectable women and well nurtured children are much more tempted to the class of acts which it is the chief business of the park police to prevent, than rogues and ruffians. The manner and method of proceeding proper to the park policeman, is consequently different from that in which the street patrol is necessarily educated.

It is true that there is a certain liability to petty crimes like pocket-picking on the park, and there is, at certain points, public property of a class liable to be plundered, but a proper system of providing against these dangers would be very different from that of the street patrol, and its cost would be but a small part of the necessary expenses of the present police organization of the park.

Again, an important, though secondary duty of the metropolitan police is the regulation of the wheel-traffic of the streets, nine-tenths of its service in this respect being called for by the passage through the streets of classes of vehicles which are excluded from the park, and by the obstructions and disorders which attend the loading and unloading of these.

It is further to be considered that the different parts of the street are clearly divided, the purposes of each part fixed and obvious, the rules governing the use by the public of each part few, simple, constant and little liable to be broken except with knowledge and direct intent; the evil to be apprehended from designed infraction of them, direct and palpable. On the contrary, the difference of the park are very numerous, the lines of division not always well defined, the purposes of some are various, complicated and often not well understood, the rules governing their use are numerous and vary with circumstances; they may be broken without harm perceptible to the breaker,

and the liability to break them through ignorance and unintentionally, is much greater than that to the willful transgression of them. An organization adapted to common police duties in the streets would consequently be of little use on the park.

The service for which there is the most frequent need on the Central Park is, in fact, that of quietly and civilly pointing out to visitors, and mainly to women and children, how they can best attain what they desire, so far as it is to be found in the park, and cautioning them in a respectful, courteous and propitiating way when they may be seen to be going wrong, either ignorantly or carelessly, or through an inadequate appreciation of the harm which would result in the park from actions which elsewhere often pass as venial, if not harmless. Such, for example, would be the picking of way-side flowers or the hunting of birds'-nests in thickets.

A class of men unfit to be charged with the responsibilities of the metropolitan police might be trained to perform ordinary park-keeper's duties on the walks in a decorous and efficient manner, whose willing and zealous service could be obtained at a rate of wages considerably less than is paid the metropolitan or the present park patrol.

It will be evident, with a little consideration, that this class of services is chiefly called for by persons visiting the park on foot—first, because there are three times as many of them as of those driving carriages; second, because the courses open to carriages are few and simple, and the limits of their range unmistakable and constantly the same; third, because the rules of the road differ little on the park and elsewhere, and all drivers are familiar with them; and, fourth, because carriages anywhere on the roads of the park are conspicuous, while visitors on foot are often in comparative ob-

scurity, and are liable to go much astray without being observed.

There are nearly thirty miles of walks in the Central Park, and the occasion for keeper's service at a particular moment in any part of them varies very much in proportion to the number of visitors then in that part. Under ordinary circumstances, in fair summer weather, the average number of visitors upon any mile of walk, will be only from one to two hundred, often very much less, but on frequent occasions it rises to from three to four thousand.

All these special circumstances are overlooked, or at most very slightly regarded, in the present police organization of the park; the same force is regularly employed at the same hour every day, and it is almost exclusively engaged in patrolling the drives, attention to visitors on foot, except on extraordinary occasions and when unusual demands are made upon the men, being merely incidental or desultory. The patrolmen are paid the same wages throughout, and these are substantially as high as those paid the regular police patrol of the city streets.

It is true, that a provision exists by which when desired the regular police force can be supplemented by temporary, special policemen; that the laborers of the park are sometimes used for this purpose at a rate of pay one-third less than that of the regular patrolmen; and that when so employed, they are stationed, for the most part, on the walks, and what have been referred to as park-keepers' services, in distinction from street police duties, are then chiefly expected of them. But this element of the organization is to the last degree imperfect; the men have had little instruction, no uniform and no special discipline, and the chief significance of the provision is that of a lame apology for the incomplete adaptation of the regular force to the public requirements on the parks.

In respect to the morale of the regular force, besides what has already been incidently shown, it is to be observed that the larger part of the men seem to have a settled conviction that the attainment of excellence in their special business, and of the favorable judgement of their officers through an experience of the results of that excellence, is a matter of much less consequence to them than the avoidance of the ill-will, or the securing or maintaining the good-will, of persons not publicly accountable for the consequences of their neglect of their duties. With perhaps two exceptions, whenever, during the last six months, any one of them has been advised that questions by which his personal interests will be affected are to be considered by superior authority, it has been evident that he has at once set to work to bring outside influence to bear upon the matter. Those whose aid is sought, are not men merely of political power, but often gentlemen who have justly earned by their services to the community, or, as in the case of clergymen, by their representative position, a claim to consideration in all affairs in which they exhibit an interest.

There can be no complete reform of the force until the contrary conviction has in turn become fixed, namely, that the character which it is in the power of each man to build up for himself within the department, is a matter of much greater consequence to him than the disfavor, the charity or the "patronage" of any one outside of it.

Convictions of this class, which have their hold deep in the ruling follies of our politics and state of society, are not perhaps to be wholly overcome, but in this view the necessity of a consistent, severe, exacting discipline of the force, if the park is not to be ruined, is only the more apparent.

Before proceeding to the question of a course of remedies,

another point in which the park has been of late losing character needs to be referred to.

By noon on any fine day in summer the floors of the arbors and shelters, and the walks near most of the seats, are generally rendered uninviting by the tobacco quids and spittle, cigar stumps, nut shells, papers, and offal of fruit and other food, which visitors have cast away. Sometimes they become not merely uninviting but filthy, so that a tidy woman approaching to take a seat draws back in disgust.

This is not the worst effect, however, for experience proves that nothing operates with such a restraining influence upon men disposed to rudeness as evidences of care on the part of others about them for cleanliness, refinement and beauty; while lack of decency in floors and furniture suggests and provokes lawlessness of action, as well as foul language and uncivil manners.

As the use of the park, through the advance of the city northward, becomes more common, constant and familiar, the evil indicated, if it is allowed to increase and become more and more manifest, will seriously detract from its value. The time has indeed already arrived when a wise economy in the management of the park requires that all its walks, and the floors of buildings open to the public, its seats and other furniture should, in fair weather, be made clean at frequent intervals during the day.

It seems probable that this duty might be combined with such watchfulness of the movements of visitors, and such advice and assistance to them as, under ordinary circumstances, would be needed by those on the walks.

Since the change of administration last autumn, the daily rate of cost of the police service of the department has been

reduced from \$500 to \$338, or \$60,000 a year. This has been chiefly accomplished by the dismissal of men whose absence has improved the force, and really increased its strength. There are still those upon it poorly enough adapted to the service required, but the number of men now remaining is too small for efficiency. This will be better realized when it is considered that each man on duty has to cover from two to four miles in length of public ways, with forty acres of ground, generally broken and abounding with concealments, and that the number of visitors within this area, sometimes exceeds 10,000.

If the suggestion made above for the keeping of walks, seats and houses should be adopted, a force somewhat smaller than the present patrol being assigned to the drives, the arrangement might answer for ordinary conditions of attendance.

On extraordinary occasions, still larger numbers of men would, however, certainly be wanted, for the following reasons: With the usual fair-weather attendance of perhaps 15,000 on foot, a man may now and then leave the walks and make his way through underwood, or across a glade, without causing material harm. When, however, the number of foot visitors is 30,000 to 60,000, the temptation to leave the thronged walks is stronger, and the number of men acted upon by it is greater, and wherever one is seen to have struck out of the usual course without being sent back, it is very apt to be the case that others are found disposed to follow, including such as would never have thought of taking the lead. With every additional one allowed to go wrong, the number increases of those whose scruples yield. In this way thickets which had stood uninjured for years have, this summer, in a very short time been seriously damaged, and paths so trodden as to kill the turf, while a disregard of the ordinances and of good customs has been made familiar to thousands. So, if a couple

of visitors climb a rock, slightly disturbing the vines and lichens upon it in doing so, or stretch themselves out on a piece of clear turf, the chances are, when the park is thronged, that the example will be followed within a quarter of an hour by scores; vines, mosses and alpine plants, which have been nursed with assiduity, will be wholly detached from the rock and destroyed, and in lack of sufficient scope of clear turf, ferns and flowering-plants on the borders of the glade will be crushed. Under these circumstances the number of persons plainly disregarding the common requirements is sometimes so great that the keepers are forced to abandon their duty, except with reference to aggravated cases, and chiefly of such a class of disorders as would call for the police outside of the park. The permanent demoralization which results, both to the keepers and to the public, in respect to the manner in which the park should be used, is apparent. The only preventive is to place a force on duty on these occasions adequate, *in numbers*, to bring any part of the park, where the walks are thronged, under frequent observation, so that the tendency to general escapades may be checked before it shall have got beyond control or marked damage have resulted.

For reasons, which it is hoped have thus been sufficiently stated, a reform of the police arrangements of the Central Park is advised, of which the following would be leading features.

- 1st. The reduction in numbers of the present regular force, chiefly through the enforcement of a higher standard of duty and the dismissal of men convicted of offences indicating unfitness of constitution and habits

for the service needed ; perhaps, also, by the dismissal of all men who have not shown positive evidence of special fitness for the service. This to form the only constant force for police duty and to serve as a central and superior body in a larger organization.

2d. The organization of a body of men to work constantly through the day, in taking care of walks, seats and houses throughout the park, who shall be uniformed and systematically instructed to guide, inform and caution visitors, as occasion offers, incidentally to their work. This element would be employed on police service only in fair weather, expenditure for that purpose, so far as it was concerned, ceasing with storms, and being at all times relative in amount in some degree to the number of visitors.

3d. The organization of a larger body of men selected from the gardeners and laborers of the park and their training in the same duties, so that when the park is more than usually thronged, all or any desirable part of them can be quickly drawn from work, uniformed by a light overall suit, and distributed as circumstances may require.

The number of men which would be required, and the necessary cost of an efficient system of keepers' service such as has thus been outlined. can be determined with accuracy only after it has had some period of trial. The intention being to secure much more efficient service, it is hardly to be asked that the expenditure shall be less than it is with the present reduced force.

The draught of a resolution is appended which is adapted to initiate arrangements in accordance with the views which have been presented.

Respectfully,

FRED. LAW OLMSTED,

Treasurer.

October 23d, 1872.

PROPOSED RESOLUTION.

Resolved, That such a reduction is hereby directed to be made in the present police force of the Central Park, as shall, before January 1873, reduce the payments due to the force at least 20 per cent. and that the organization is hereby directed of an auxilliary body from the workmen of the park, to be employed in the duties of park-keepers as occasion shall demand, the combined force to be so managed that the total average wages per month necessary to be paid for police duty on the Central Park, shall not exceed the average of the last twelve months.

DOCUMENT No. 42.

BOARD

OF THE

Department of Public Parks.

NOVEMBER 20, 1872.

The LANDSCAPE ARCHITECT presented a report from W. A. Conklin, Director of the Menagerie, of his European travels in the interest of the Department.

Ordered, That said Report be printed as a Document of the Board.

F. W. WHITTEMORE,
Secretary.

TO THE BOARD OF COMMISSIONERS—DEPARTMENT OF PUBLIC
PARKS :

GENTLEMEN,—I have the honor to submit the following report of my journey in Europe :

I left New York August 21st, 1872, and arrived in Dublin on the evening of September 1st. The next day was spent at the Gardens, which are situated in Phoenix Park, and occupy about nineteen acres of ground. The collection of animals is not large, nor have the buildings any of the later improvements. I received, however, much valuable information in reference to the feeding and care of animals from the Director of the Gardens, who has been more successful than any other director in Europe in breeding lions.

On September the 4th I arrived in London, and remained there seven days, because of the excellent opportunities afforded for obtaining important information. The collection of the Zoological Society in Regent's Park, is conceded to be the finest in Europe, both in number and species. All the buildings are admirably constructed, except the Carnivora-house; this, however, it is the intention of the Society to rebuild soon. Particularly worthy of notice is the Elephant and Rhinoceros-house, which would also answer for other of the pachyderma. A model of it was kindly given me by the Director; plans, also, have been procured.

The Monkey-house differs in its construction from the others in Europe, in this, that the animals are not exposed to the open air. It is a square building, with glass roof and side, having cages in the centre around which visitors pass.

While in London, I visited the Crystal Palace Aquarium, which covers a space of ground 400x80 feet, having tanks built on one side with glass fronts, and two rooms containing table cases.

I arrived in Hamburg September 13th, and remained two days. The Gardens compare favorably with the London Gardens, particularly as regards neatness and discipline. The Monkey-house is very fine; its interior arrangements, both in accommodation and construction, surpassing any other in Europe. In the most elevated part of this garden there is a building made to represent a ruined tower, where are kept owls

and bears. This has steps leading to the top, and commands a very extended view. The Aquarium here is built on the same principle as that at the Crystal Palace in London, and is inferior to it only in size.

From the 16th to the 19th of September, I remained in Berlin, The Garden in this city, which, for a number of years, suffered for want of funds, has been recently flourishing under the management of a new and enterprising society. It is in the centre of a fashionable and rapidly improving residence quarter of the city. Fine buildings are being erected rapidly, and valuable additions made to the stock of animals. The present value of the buildings is estimated at \$200,000, and of the animals, \$75,000. The Carnivora-house, Antelope-house, Bears' pit, &c., of which I have obtained photographs and plans, are well worthy of a careful examination.

I also visited the Aquarium, which is under the direction of Dr. Brehm, and not connected with the Gardens. It is built to represent a cave. Associated with it there is a heterogeneous collection of small animals—monkeys, birds, snakes, &c.

On September 21st, I arrived in Dresden, where I remained three days. There is here a very fine collection of animals, particularly water-fowl; but the buildings are somewhat dilapidated. The Carnivora-house has served as a model for several in other cities. There is a very neat Squirrel-house built of rustic work, octagonal in plan, having the advantage of keeping the various species apart.

Between the 23d and the 26th, I visited Munich and Stuttgart, at both which places there are collections formed by societies, but recently sold out to private proprietors.

I reached Frankfort on the 27th September. This Garden has a fine collection of animals, but the buildings are considerably out of repair, it being the intention of the society to remove to a more suitable location.

On September 29th I visited the Gardens at Cologne. The most interesting feature is the Goat-enclosure, which is formed of rock, and designed with remarkable taste and skill. I also visited the Botanic Garden in which is an aquarium built, as are those at Sydenham and Hamburg, by Mr. W. A. Lloyd, of London.

The two following days I spent at the Amsterdam Zoological Garden, which, next to that of London, has the largest collection of animals in Europe, and is the only place in which the Hippopotamus has been reared. There is a house built expressly for the animal, with a tank under the same roof, the water of which is heated during the winter. The arrangement of the snake cages is better than at any other garden. The Carnivora building is on the same plan as that at London, except that the animals here have separate night or sleeping cages. Owing to the swampy condition of the ground and the great expense of driving piles for a foundation, it is not feasible to erect any imposing structure. The Deer-house and other small houses are built of cane.

On October 2d I visited Rotterdam. The condition of the ground here is the same as at Amsterdam; the buildings are small. The Carnivora-house is badly planned, being too dark and damp for the animals.

On October 3d and 4th I visited Antwerp. The grounds of this Garden are in the centre of the city, and are owned by the society, no other in Europe being so fortunate in this respect. Particular attention is given here to the breeding of pheasants, small parrots, and other birds. There is an excellent Antelope-house, having some advantages which the one in Berlin does not possess, plans of which I have obtained. A Bear's pit, built of rough natural rock in a picturesque rustic manner, is an attractive feature of this Garden. In September of each year an auction sale is held to dispose of the surplus stock. This sale is attended by the directors of the various gardens, and by dealers in animals. At the last sale some of the pheasants brought 2,500 francs apiece.

On October 5th and 6th, I visited Brussels. The Director of the Garden at this place devotes himself almost exclusively to birds, having no large carnivora, except the bears, for which he has a very fine structure. There is no artificial heat used, the only protection the birds have in the winter is straw placed against the rear of the aviary.

I reached Paris October 7th, and remained until the 11th. The gardens of the Acclimatization Society in the Bois de

Boulogne, suffered severely during the late war. Its animals were scattered all over the country, but it is now taking vigorous measures to effect their restoration. Visitors ride on the elephants and camels, and the ostrich is used to draw children's wagons about the park, from which a considerable revenue is derived. The Jardin des Plantes possesses fine museums, but the structures for the animals are very inferior.

On October 12th I revisited London, for the purpose of seeing Mr Selater, the Secretary of the Zoological Society, and Dr. Bartlett, the Director of its garden, both of whom were out of town on my first visit, and here remained until my departure for New York, on the 16th of October.

With this brief narrative of my proceedings, I present the Board a body of memoranda in which are recorded notes of various modes of feeding; of the treatment of sick animals, and of the methods of management which prevail in different gardens; also a collection of plans, models and photographs of buildings and appliances used in them. For these I am largely indebted to the kindness of the several Directors by whom, as your representative, I have been every where received with the utmost courtesy and attention.

The journey has been one of great interest to me, and I trust may prove not to have been without advantage to the Department and the public.

Very respectfully,

W. A. CONKLIN.

DOCUMENT No. 43.

BOARD

OF THE

Department of Public Parks.

MARCH 31st, 1872.

Printed proofs of the *Instructions to the Park Keepers*, and of the *Ordinances*, applicable to the ordinary use of the Central Park, adopted by the Board, having been presented,

Ordered, That the same be printed as a Document of the Board.

F. W. WHITTEMORE,
Secretary.

DEPARTMENT OF PUBLIC PARKS.

*General Order for the Organization and Routine of Duty
of the Keepers' Service of the Central Park.*

BRANCHES OF THE SERVICE.

The organization for attendance on visitors in the Central Park will consist of three branches, with the superintending officers.

FIRST.—*Patrol-keepers*, whose duties will require much activity of movement, and who, besides attending directly on visitors, will act as sub-officers for the other two branches of the service.

SECOND.—*Post-keepers*, who will be chiefly stationed at gates and other posts.

THIRD.—*Extra-keepers*, who will be uniformed workingmen, for the most part charged with keeping in order each a certain division of the walks with the connected structures, and who will incidentally to this duty assist in preventing the misuse of the Park under their view. The number of extra keepers to be placed on duty will vary according to circumstances.

There will be a special body of watchmen for the care of the Park after visitors leave at night.

PATROL-KEEPERS.

Organization of Patrol-keepers.—The Patrol-keepers will be organized in three sections; one for morning duty, which will take the care of the Park from the night watchmen; one for evening duty, which will take the care of the Park from the morning section, and one for reserve duty, which will ordinarily be used to strengthen the evening section.

Each man will be specially assigned for each period of duty, some to a designated beat (“beat duty”); others to a designated route (“round duty”).

BEAT DUTY.

“*All-day Beats.*”—There will be four regular all-day beats, as follows :

First.—The Harlem beat will be the drive from the Farmer’s Gate to Mt. St. Vincent, with all the ground to the eastward and so much to the westward as is under observation from the drive.

Second.—The Hill beat will be the drive from the Warrior’s Gate to the Glen Span, with all of the ground on both sides of it west of the Harlem beat.

Third.—The Ramble beat will be the whole of the Ramble.

Fourth.—The Terrace beat will be all of the ground from the East to the West Drive, between the Lake, on the north, and the walks north of the Green and south of the Music-stand, on the south.

Keepers assigned to the Harlem and Hill beats will make a close inspection of the gates upon them once every hour.

Other beats and posts of duty will be established at the discretion of the commanding officers.

Evening Beats.—There will be a series of beats to be covered (by the reserve section) after 7 p. m., which will be designated on a map.

ROUND DUTY.

Routes.—Routes for round duty will be respectively designated the West and East routes according as the keeper is required to pass northwards on the east or west side of the Park. Each will be more particularly defined hereafter. In each, the circuit drive is to be followed, with certain regular diversions (directed below) and such others, as it may appear to the keeper will enable him better to accomplish the purposes in view. Each route may be easily passed in two hours and a half, but not less than two hours and forty minutes is to be used. If regular time is made, ten minutes can ordinarily be occupied in rest at the stations. Between the beginning of one round and the beginning of the next there will thus be a period of two hours and fifty minutes.

Routine Inspections.—In the course of each round inspections will be made of two classes : close and passing inspections.

Each patrol-keeper on round duty will make a close inspection of one-half of the gates he passes, and a passing inspection of the other half. In the close inspection he will observe, in approaching the gate, if the post-keeper is attentive to his duties; he will see that the walk and border is clean within fifty feet of the gate each way, and, if not, direct it to be made so. He will see that the post-keeper is tidy in his appearance and wears his uniform properly, and require the correction of any faults. He will examine the post-keeper's book and judge if he has been keeping correct accounts. He will write his number and the time of his inspection in the book. In the passing inspection the patrol-keeper will come near enough to distinctly see the post-keeper. If he appears to require no instruction or assistance, the patrol-keeper may then pass on without approaching nearer.

Passing inspections will be made of all post and extra keepers on or near the route, as will be more particularly directed later.

The East Route.—Keepers assigned to the east route will proceed as follows: from the station southward along the walk to 64th Street gate (passing inspection), along walk to Scholars' Gate (close inspection); thence by drive to the Children's Gate (passing inspection); thence by drive and walk through Trefoil Arch and the Glade to the Miner's Gate (close inspection); thence by walk through Greywacke Arch and the drive to the Engineer's Gate (passing inspection); thence to the Woodman's Gate (close inspection); thence to the Girl's Gate (passing inspection); thence to Mt. St. Vincent Station, (report to Sergeant); thence to the Boy's Gate (close inspection); thence to All Saints' Gate (passing inspection); thence to the Mariner's Gate (close inspection); thence to the Woman's Gate, (passing inspection); thence to the Merchant's Gate (close inspection); thence along walk to Artisan's Gate (close inspection); thence under the Dipway Arch to Spur Rock and return; thence by walk to the Artist's Gate (passing inspection); thence by drive to the south end of the Mall; thence by drive and Museum walk to 64th Street Gate (close inspection); and thence to the Station.

The West Route.—The keeper assigned to the west route will make close inspections where passing inspections are above ordered, and will reverse the order of proceeding, with the following variations: After close inspection of the Artist's Gate, return to Drive, by the Copcot Shelter, thence follow the Drive westward, making passing inspection of the Artisan's Gate from the Dipway Arch, thence take the shortest way of the Drive to the Woman's Gate, after close inspection of which, pass by the west branch of the Drive to the Lake shore, and so north. Also, in returning on the east side, from the Engineer's Gate to the Miner's Gate, and thence to the Children's Gate, follow the Drive.

ASSIGNMENTS FOR ROUND DUTY.

There will be six regular series of rounds for the patrol keepers, the first series beginning at 5:30 A. M., the last series at 7:40 P. M.

The morning section will supply keepers for three series of rounds, the first beginning at 5:30 A. M. The evening section will supply keepers for the three series of rounds beginning at 2 P. M. The reserve section will be used to increase the number of keepers on round duty from 2 P. M. to 7 P. M., or for other duty, as occasion may require.

The keepers assigned to round duty will proceed in succession, one following another at an interval, the length of which will vary with the number of men available for duty, an adjustment for this purpose being made by the station sergeant as the different squads report for duty, according to the number of men reporting, as will be hereafter directed.

DAILY ROUTINE OF MOVEMENTS.

Morning: All-day beats.—Four keepers are to be sent from the station at 5.30 A.M. to occupy the all-day beats. In going north they are to proceed by different routes; one by the West Drive and one by the East to Mt. St. Vincent; one by the Dene Walk and the Mall to the Terrace beat, and the fourth by the Dairy, the Middle Drive, the Lake Concourse and Bow Bridge to the Ramble beat. Those assigned to the upper beats will report to the sergeant at the sub-station before going on them. (At 1.55 P.M. eight keepers are to report for duty at the station, and to be sent out to relieve the first on the all-day beats. These will hold them until the hour for closing the park.)

Morning: Round duty.—At 5.25 A.M. one-half the keepers assigned to morning round duty are to report at the station. At 5.30 A.M. one is to be sent out, the rest following in a regular sequence, alternately on the east and west routes. The length of the intervals will depend on the number of keepers ready for duty, as many intervals of equal length being made between 5.30 A.M. and 6.55 A.M. (85 minutes) as there are keepers—thus, if there are five keepers, the intervals will be seventeen minutes; if four keepers, twenty-one minutes; if three keepers, twenty-eight minutes.

At 6.50 A.M. the second half of the keepers of the morning section are to report for duty at the station; at 6.55 the first is to be sent out, and the others in succession at regular intervals, dividing the time till 8.20 A.M. (85 minutes) by the number of keepers ready for duty.

At 8.10 A.M. the first keeper sent out will be due on his return; at 8.20 he is to be sent out on his second round; the time from 8.20 to 11.10 A.M. (170 minutes) is to be divided by the full number of keepers on round duty, and those returning from the first round are to be sent out on the second as nearly as practicable at the successive intervals thus indicated. The first round of the second series is to be completed at 11 A. M., and the third to begin at 11.10.

If, on account of making an arrest, or other necessity, any keeper on round duty is prevented from keeping his place in the sequence, his place is to be taken with as little delay as practicable by the next following.

In all cases of disarrangement of the sequence, the officer in charge of the station will shorten rests and hasten movements, so as to secure the nearest approach to the regular order in the disposition of the whole body of keepers on round duty as is practicable.

The keeper making the first round will, in regular order, complete his third round at 1:50 P. M., and unless there is an extraordinary necessity for further service, will then be dismissed for the day; others of the section on morning duty will be dismissed as they return, in regular succession.

Evening: All-day Beats.—Three men will be taken from the evening section and three from the reserve section for the all-day beats, the Ramble and Terrace beats each being divided for evening duty into two. These will report for duty at 1:55 P. M., and between 2 and 2:5 P. M., will be sent out; care being taken that no two proceed in company after leaving the station.

Evening: Round duty.—At 1:55 p. m., one-half the remainder of the evening and reserve sections will report for duty. The keepers for round duty of the evening section will be sent out at intervals determined by the same method as before directed to be used for the morning section, the first at 2 p. m., the west and east routes being taken alternately, as before. If the reserve section is not required for special duty (as will be the case on concert days, etc.), it will be sent out in the same way on round duty—a keeper of the reserve section leaving the station one minute after each keeper of the evening section, but taking the east route when the keeper of the evening section takes the west, and *vice versa*. Thus, one-half the keepers of each section will be sent on each route.

At 3:20 p. m. the remainder of the evening and (ordinarily) of the reserve sections will report for duty, and the process will continue as above, the first keeper for round duty of the evening section going out at 3:25 p. m. The second series of evening rounds will begin at 4:50; the third (for the evening section only) at 7:40 p. m.; the keeper assigned to the first evening round will end his last round at 10:20 p. m., and be dismissed, and the others as they come in, in regular succession.

ASSIGNMENTS FOR EVENING BEATS.

At 7 p. m. the keepers of the reserve section on round duty, wherever they may be, will discontinue that duty and proceed each man to the evening beat previously assigned him, where, until the hour for closing the Park, he will patrol the walks, from which, at 7 p. m., the extra keepers are to be withdrawn.

GENERAL SUPERVISORY DUTIES.

Extra keepers, not in charge of houses, will each have a district of walks to cover. Outside the all-day beats, some part

of each extra keeper's district, and generally the larger part, will be open to view from the route of the patrol-keepers on round duty, and it will be the duty of the patrol-keepers, whether on round or beat duty, to watch for occasions to instruct or assist each extra and post-keeper whom he passes. The patrol keeper on round-duty, will try to make a passing inspection on every round of each extra keeper on the Park who is not within the all-day beats; but is not required to accomplish this purpose when it will involve a break of sequence. Short diversions from the drive, at the discretion of the patrol-keeper, for better observation of the walks, the meadows and the water, are allowed and desirable. Shelters and urinals on the beats are to be inspected by the beat-keepers every half-hour, and each of those within fifty paces of the routes is to be inspected by each patrol-keeper on round-duty at least as often as every second time he passes it.

Patrol-keepers are directed, for the most part, to follow the drive, because by doing so, and judiciously crossing from side to side, according to circumstances, they may observe, and may bring themselves to the notice of, a larger number of walking visitors than in any other way, as well as because they will thus best superintend the post and extra keepers. Care must be taken not to let attention be drawn too much from their more important duties in these respects by the carriages on the drive. All necessary directions and cautions to drivers may, generally, be given by gestures and without stopping. So long as visitors are in carriages they are little liable to misuse the Park to its serious injury. They are, therefore, of secondary interest in park-keeping.

SHIFTING SECTIONS.

A shift of sections will be made monthly, the morning section becoming the evening section, the evening section the reserve, and so on.

SHORTENING FIELD FORCE.

In stormy or extremely inclement weather, when there are no visitors for recreation on the Park, the Captain, and, in his absence, the Lieutenant, may put two beats in one, divide periods of beat duty, and lengthen the intervals of sequence in round duty at his discretion; all held at the station may then be placed under drill or instruction, and the usual time of dismissal for the day anticipated.

LEAVE OF ABSENCE.

Leave of absence, except for less time than one period of duty, is to be granted only to keepers on the reserve section, but exchanges may be made between keepers of the morning and evening sections and the reserve, as a preliminary to leave of absence.

TEMPORARY VACANCIES.

When absences occur in the morning and evening sections without leave, as may happen from illness, the vacancies will be made good as soon as practicable by transfers from the reserve.

Vacancies occurring in the evening section will in all cases be immediately filled. Vacancies in the morning section may be temporarily made good by transfers from the post-keepers; vacancies in the post-keepers being filled by draft on the extra keepers.

POST KEEPERS.

The post-keepers will be organized in three sections; one to cover the gates during the first half of the day; another to cover the gates during the second half of the day, and the third to cover such other posts, at and during such periods of time as may be designated from day to day by the officer in command, it being intended that the keepers composing it shall be generally posted during the afternoon at points within the Park where visitors are most apt to crowd, and to need assistance, advice and caution.

REVISED AND ADDITIONAL RULES

FOR THE

CONDUCT OF PATROL AND POST KEEPERS.

The rules and customs of the keepers' force heretofore established, not inconsistent with the present orders, will continue to apply to patrol and post keepers. The following are in part old rules, which have fallen to some extent into neglect, or which are now given a more defined form than they have hitherto had. They are hereafter to be exactly followed and rigidly enforced.

Note.—Keepers in uniform, waiting orders at the stations and elsewhere, and not called for, will be on "waiting duty." After being dispatched from the stations, whether in proceeding to posts, on posts, on beats, on rounds, or carrying orders or messages, they will be on "active duty."

I.

Wearing the uniform will signify that a keeper is on duty, and subject to the rules and discipline of duty in all respects.

II.

No outer clothing is to be worn on duty except the prescribed uniform.

III.

No part of the uniform is to be worn out of the stations without all parts.

IV.

No keeper is to wear the uniform or any part of it out of the stations, unless he is prepared in all respects for active duty.

V.

No keeper is to wear any other clothing which is likely to be mistaken for a part of the uniform, even though his own property, and when off duty.

VI.

Post keepers, on whose posts watch-boxes are placed, may enter the boxes and remain standing in them, in a position suitable for observation, in stormy or very inclement weather, when few visitors are passing. They may shift and deposit over-clothing in the watch-boxes, as required by changes of weather. They may also enter and stand in them for a space of not more than ten minutes, while eating a lunch, once during each period of duty. They are forbidden to enter the watch-boxes for rest or shelter except as above authorized. They are forbidden when in the watch-boxes to sit or lounge. Patrol keepers, on route duty, will carry no food with them from the station, will receive none, and will eat none. Patrol keepers while on beat duty will receive no food, and if they find it necessary to take sustenance will temporarily exchange duties with post keepers on gate duty, and follow the rule applicable to that duty.

VII.

From the time that a keeper comes on active duty, until he reports and is dismissed, or returned by his officer to waiting duty, including all of the time in which he shall be in uniform, out of a station or office of the Department, he is to carry and deport himself in a vigilant, decorous and soldier-like way. When proceeding to a post or beat, or when on route duty, he is to move at a quick march, or if there is special need to move slowly for observation, he is to carefully avoid any appearance of sauntering or listlessness. He is to seek no shelter, and to occupy no position or locality unfavorable to his duty of preventing the misuse of the Park, and aiding and giving confidence to visitors in its proper use. Nor is he, without special necessity, to enter any building or take

any position or action in which he may appear to others to be seeking his own ease or comfort, or disengagement from activity and vigilance.

When illness, a call of nature, or any irresistible necessity would otherwise prevent a compliance with these requirements, he is to call on and temporarily resign his duty to some other member of the force; to an extra keeper if no other is available. This is to be done formally, and with a statement of the reason; he is at the same time to remove his shield and put it out of sight. He may afterwards return, if able, replace his shield, and resume his duty. The time of the resignation and resumption of duty is to be noted and reported, with other particulars, by both keepers.

VIII.

He is not to try to surprise visitors; is not to play the detective; is not to move furtively or use slyness, in any way, for any purpose.

IX.

He is not to suffer himself to be drawn into private conversation.

X.

He is not to engage in disputes or discussions on questions of his duty or that of visitors, or other matters.

XI.

To lessen the liability of falling into conversation, not required by his duty, and of an appearance of neglect of duty, he will, while in necessary communication with others, stand in the position of "attention," or if in movement, will take special care to maintain a brisk and vigilant carriage.

XII.

He is not to address visitors in a loud voice, when occasion for doing so can be avoided by his own activity.

XIII.

He is not to exhibit ill-temper, vexation, impatience or vindictiveness in manner, tone of voice, words or acts.

XIV.

The authority to make arrests is to be used with extreme caution ; only when to refrain from using it will bring the law, as represented by the keeper, into disrespect, or be followed by other results harmful to general public interests.

XV.

Persons to be arrested, and while under arrest, must be saved from all unnecessary indignity.

XVI.

When the keeper is obliged, for the vindication of the law, to use force, he must be cautious to avoid unnecessary violence or harshness.

XVII.

The worst criminal having a right to a hearing by a magistrate before condemnation to punishment, the punishment of offenders can be no business of the keeper. No conduct or language toward a visitor, which conveys *an intention of punishment*, is therefore, under any circumstances, to be justified.

XVIII.

The Captain or Lieutenant will, as soon as practicable after every arrest, inquire into the cause and motive of it, the manner in which it was made, the language used, and the treatment of the prisoner from first to last.

XIX.

Keepers are not to carry clubs, unless by special order, and are not, under any circumstances to carry pistols, or other weapons, concealed or exposed.

XX.

Two members of the force will never move side by side in company, unless under orders of an officer, or to meet a special necessity. If, by chance, two come side by side, both proceeding the same way, the one who has the highest number on his shield will quicken, and the other moderate speed, until there is a space of at least one hundred paces between them.

XXI.

Patrol keepers meeting on the drive, and having no occasion of duty for verbal communication, will pass on opposite sides, each taking the left (because by so doing, each will face the nearest approaching carriages).

XXII.

When a section or squad is to move in a body, and no officer with it, the keeper having the lowest number on his shield will be in command, military order will be preserved, and no talking allowed.

XXIII.

A keeper finding visitors sick, swooning, sun-stricken, deranged, paralyzed, in stupor, or apparently drugged or intoxicated, may suspend all other duty in order to help them either to find relief or to leave the Park. If they can in any way be disposed of with more kindness to themselves and less annoyance to others or injury to the Park without bringing them to the station, that way is to be preferred. In urgent cases they may be taken to the nearest cottage, or other suitable shaded or sheltered place, and an extra keeper or other trusty messenger sent for a surgeon or to obtain a conveyance.

XXIV.

When persons are found not in their sober senses and inclined to disorder or violence, keepers are not to consider whether they came so by intemperance or otherwise, but to regard their condition as an infirmity, the evils of which it is their duty for the time being to skilfully restrict as far as they can.

XXV.

The action of the Commissioners in establishing different grades of responsibility and authority in the keepers' force must be rigidly respected by all its members. That habits of subordination and respect may be cultivated and guarded, a proper reserve and formality of manner must be preserved in the intercourse between those of different ranks.

XXVI.

Conduct, language and manners tending unnecessarily to provoke or foster jealousies, prejudices or ill-will between different members of the force, whether of the same or of different ranks, by which a spirit of mutual support and co-operation would be discouraged, are to be studiously avoided. The intrusion of personal interests, and especially of personal differences between keepers into proceedings of official duty is strongly reprobated.

XXVII.

Officers and keepers of each rank may suspend those of a lower rank, and may discontinue suspensions made by those of a lower rank, in every case reporting their action as soon as practicable to their own superiors. A keeper suspended while on active duty will remove his shield, and report at the station as soon as practicable thereafter. Suspensions are to be made only where there is an appearance of grave fault or incompetency for duty, and those making them are to be held to strict account for the grounds of their action.

XXVIII.

It is the duty of officers to watch for, consider and report errors or neglect of duty in the conduct of their subordinates. It is not the duty of keepers to watch for faults in their officers or in one another, and it is inconsistent with their duty to countenance useless grumbling, or idle reports, gossip or scandal tending to insubordination or the injury of their officers or comrades.

XXIX.

When a keeper, against whom no charges are pending, has knowledge of grave misconduct on the part of an officer, or reasonable grounds of complaint against an officer, it will be proper for him to make the same known to that officer's superior without unnecessary delay: But after charges have been made against any keeper, and while they are pending, it will not be proper for him to bring accusations against those making them or the witnesses to be examined, unless this is necessary to his own vindication, in which case the accusations must be made in writing, formally and specifically, so that due notice may be given those accused.

XXX.

The resignation of no member of the force will be accepted while a charge is pending against him.

CONDITIONS OF HOLDING APPOINTMENTS.

By resolution of the Commissioners of the Department of Public Parks the following are established as conditions of holding an appointment as patrol or park keeper. Any keeper failing to comply with them will forfeit his position :

I.

A keeper shall be engaged in no other business, trade or calling, but shall hold himself ready for keeper's duty, when required by his officers, at all times.

II.

Each keeper shall carry out all lawful instructions from persons placed in authority over him, in good faith, according to their true intent and meaning to the best of his understanding and ability.

III.

He shall not, upon any occasion, or for any reason, take money or any gratuity from any person without the express permission of the Commissioners.

IV.

He shall not seek to obtain promotion or favor from his officers or the Commissioners by the aid or interposition of others, or on other grounds than that of his just credit for intelligent and faithful service.

V.

He shall enter into no agreement, intrigue or understanding with others to bring about the discredit or the advance of any member of the force.

VI.

6th. He shall not seek to evade or prevent a fair trial of himself or other keepers when charged with delinquencies.

GENERAL OBSERVATIONS

ON THE

CONDUCT REQUIRED OF THE KEEPERS OF THE CENTRAL PARK.

Among the circumstances which have obliged considerable changes to be ordered in the regulations for the keeping of the Park, are the following :

After the dismissal of more than a third of the force, represented by its officers to be its least promising members, and after much effort to secure improvement under existing rules, a satisfactory appearance of vigilance, discipline and activity in a keeper on duty has remained exceptional.

Moreover, although a keeper, while on his beat or post, rarely comes under the observation of an officer unexpectedly to himself, instances have continued to be disgracefully common of keepers seen by their officers under conditions raising a strong presumption of intentional neglect of duty.

It has been but too evident, from these and other circumstances, that a habit of disregarding the just claims upon them of the Commissioners and of the public, had been strongly established with many members of the force, and, that under existing arrangements, the Commissioners have been unable to enforce a faithful compliance with the contract which is, in effect, made between themselves and each keeper at his appointment, and which is renewed and ratified whenever the keeper puts on his uniform.

This being a duty resting on the Commissioners second in importance to no other, as will be later shown, the subject has, for sometime, been one of constant and close study, with a view to new arrangements on a sounder basis.

Most of the cases of apparent neglect of duty reported, have been found, after investigation, to divide more or less distinctly, into three classes :

First.—Those in which the keeper has frankly confirmed the statement of the officer, acknowledged himself at fault, and in which it has been probable that the error was a casual one, quite out of his usual habits.

Second.—Those in which the statement of the officer has been essentially confirmed by the keeper, and some reason given for the apparent neglect, which has been assumed by the keeper to be a justification of it.

Third.—Those in which the keeper has either admitted the facts, as represented by the officer, or has denied only some quite unimportant particulars of them, but has seemingly not recognized that they established any neglect of duty.

There has really been but a single instance of the first class ; that of one of the oldest of the keepers, whose character has always been, and is, of the highest. Of the second class of cases there have been many. The following are examples of the grounds on which justification for an admitted relaxation from, or temporary putting aside of, duty, has been commonly claimed :

1st.—Compulsion of heat, cold, or storm ; sickness, fatigue, or exhaustion from exposure or excessive tours of duty.

2d.—Calls of nature.

3d.—Hiding from visitors while eating, or when making some change or adjustment of clothing.

4th.—Receiving necessary food from home, and standing apart to converse with the person bringing it.

5th.—Communication with other keepers.

6th.—Civilities to a friend.

7th.—Trying to detect a visitor in wrong-doing.

It has been evident that if, in the comparatively few cases of neglect of duty which would come under official notice, it should continue the case that the keepers, called to account, had only need to assert that they were acting under some one of these classes of alleged necessities in order to clear themselves, men wholly unfit for the business, with no pride in it, and no sense of honor in relation to it, might remain in the force for years, and the requirements upon them be easier than they would be upon the true men.

One object of the changes now to be made is to debar such excuses for neglect of duty.

It will be readily seen that most of them are precluded under the new rules, and that they are so in a manner which involves no excessive requirement of self-control or endurance. The keeper who offers them, hereafter, will show either that he does not know his business or that he is incompetent for it.

As for the first, it is intended that every man appointed or retained as a keeper, shall have such strength of constitution, vigor, stamina and muscles, as he must have to bear his share in meeting all the obvious requirements upon the force as a whole, without excessive strain or discomfort.

The surgeon certifies that all who have been retained on the force are so at this time.

This being the case, in determining what the Commissioners may reasonably require of each man, it is to be remembered that they provide him with outer clothing more or less fitting to the season but that he supplies his own under-clothing, and can wear thick or thin ; single, double or triple layers as in his judgment may most conduce to his comfort. No man is required to report for duty when he is unwell. Consequently, when a man reports for duty, he is supposed to be clothed as nearly as possible suitably for his period of duty, and to be in sufficiently vigorous condition to bear any exposure or discomfort to which a change of weather occurring within it would subject him. If, then, he is found to be inactive ; to be taking rest or shelter ; to be throwing off or adding to his dress, except as regularly provided for, he makes one of two things evident ; either that he is physically disqualified for his duty, or that he prefers to disobey orders rather than endure the measure of fatigue and

discomfort which is involved in the obligations he has assumed with his uniform.

In either case he shows that he cannot rightly be retained in the employment of the Commissioners as a keeper.

Under the new arrangements, most of the patrol keepers will regularly call at a station, where, when necessity exists, they can be excused from duty by an officer, as often as once in every hour and a half. Special provisions are made in the rules for those who will not do so. Post keepers will be in communication with patrol keepers at least every half-hour, and will be constantly within signalling distance of an extra keeper. In case of real necessity, therefore, any member of the force can soon get another to take his place under the rules.

Failing to do so, suspension, abandonment or neglect of duty cannot be attributed to illness, unless it shall be of so sudden and prostrating a character as to require the immediate aid of physician. Of this, the only evidence which can be considered conclusive will be that of the surgeon.

In the third class of cases it has been evident that, if the keeper's statements were sincere, it had been possible for men to hold appointments for some time in the force with scarcely the least idea for what purposes it is maintained by the Commissioners, and whose conduct had, on the whole, probably tended to promote that which they had been paid for aiding to prevent.

Hereafter no man will be retained on the force who cannot be made to realize that it is the smallest part of his duty to avoid being absent from his place, and while in it to perform those few acts, for which he may find occasion as a common officer of the law. No man can be retained who fails to understand the special purposes of the system of park keeping, or how he may steadily contribute to those purposes without a moment's intermission during all of such time as he is on active duty.

That there may be the less excuse for failure, the purposes of the system and the method by which they are chiefly to

be promoted will here be explained in the most elemental way, at the same time the error of certain habits into which there has been much tendency to fall will be exposed.

The Park Commissioners are trustees and managers for the whole body of owners of a large amount of public property. Their business with it is of two kinds, first, that of forming parks; second, that of keeping them.

The first of these duties employs many the more men, costs much the more money, and makes greatly the larger show to the eye, but the second is the graver responsibility, and the Commissioners are to be holden to a stricter account if the arrangements they make for it are ill-judged, or if they delegate it to faithless or inefficient agents.

What is here meant by the keeping of the Parks in distinction from the forming of them, and why it has so much more importance than the comparative extent of business would indicate may be suggested by an illustration :

A man may buy and fit up a costly house, but if, after he has done so, he finds coal and ashes scattered over his carpets, if decorated ceilings are stained and marred, if pictures are defaced, if books and dishes are piled on his chairs, windows and doors kept open during storms, beds used as tables and tables as beds, and so on, all that he has obtained for his expenditure will be of little value to him for the time being, and the possibility of its ever again being made of much value will lessen with every day that such misuse is suffered, through *inefficiency of housekeeping*, to prevail.

In the same way a park, as in the case of the Central Park, having been formed and furnished with a great variety of appliances, each, like chairs, and tables, and beds, and dishes, and carpets, and pictures in a house, designed to be used in a different way and for different ends, though all for the one general end of the comfort of the occupants, whatever value the owners are to enjoy for the twelve million dollars or more they have laid out upon the park will depend on the prevention of misuse, which again is a question of the efficiency of the park-keeping.

For example, rock has been removed, drains laid, deep soil formed and fine, short greensward gradually established upon the soil in certain places in order to secure that particular form of gratification which may be produced by a rich color and texture of turf, and by the contrast of this color and texture with that of other associated objects. To a limited extent and under certain conditions, the turf may be trodden upon without injury, but if walking upon it were generally allowed, the particular object for which much labor during many years has been thus expended would be wholly lost. Hence it is an imperative part of the business of the Commissioners to prevent this misuse of it.

Again, the Park is furnished with a bridle-road, the object being to have a place where horses can be ridden with a free hand and at a rapid rate of speed. This is forbidden by law any where else in the city, because nowhere else have arrangements been made by which it could be done with safety. In the Park they have been, at great cost. This bridle-road might be used by people in carriages or on foot, but it is not necessary to the comfort of any one that it should be, as there are on the Park above nine miles of road much better adapted to driving and nearly thirty miles better adapted to walking; and, as to drive or walk upon it would greatly injure its value for its special purposes, it is the business of the Commissioners to prevent such misuse of it.

Similar illustrations might be multiplied by the hundred, and keepers must realize that every foot of the Park's surface, every tree and bush, as well as every arch, roadway and walk has been fixed where it is *with a purpose*, and upon its being so used that it may continue to serve that purpose to the best advantage, and upon its *not being otherwise used*, depends its value.

There are ways, however, in which the Park may be misused, not so distinctly definable as those above illustrated, the general nature of which may be indicated as follows :

The Park is not simply a pleasure-ground, that is, a ground

to which people may resort to obtain some sort of recreation, but a ground to which people may resort for recreation in certain ways and under certain circumstances *which will be conducive to their better health.*

Physicians order certain classes of their patients to visit the Park instead of prescribing medicine for them, because, they need first of all the tranquilizing influence upon the nerves which they may find in it, and the insensible advantage which is gained in this way by thousands who visit it without this purpose definitely in view, but whose strength and powers of usefulness are thus increased, and whose lives thus prolonged, constitutes its chief value.

Any conduct which tends on the whole to restrict this value is a misuse of the Park, and in considering what conduct would have this effect it must be remembered that a large majority of all the inhabitants of the city are women and children, sickly and aged or weakly, nervous and delicate persons, and that the Park is adapted to benefit none so much as those who have barely the courage, strength and nerve required for a visit to it.

Incidentally to the prevention of misuse in the two forms which have been indicated, it is required in the keeping of the Park, that such assistance should be given to visitors as is necessary to their profitable use of it.

Those most needing assistance (in the way chiefly of directions, information and advice) will be people of home-keeping habits, retiring disposition, helpless, sensitive, modest. The difficulty here is not in supplying all necessary advice that shall be asked, but *in giving those most needing to obtain advice confidence to ask and accept what they need.*

From all that has been said it will be seen that the administration of this most important part of the Departments' business does not turn simply upon the question, by what means can the misuse of the park be prevented? but that it must also be considered how the agencies employed for this purpose may

best aid the proper use of the park, and especially how trustfulness in the means of prevention and confidence in the use of the aid to be provided may best be inspired.

There are apt to be certain preconceived ideas in the minds of those who have not studied the subject which stand in the way of sound convictions as to the methods by which the park can best be kept and, that they may be removed, it is desirable that the following considerations should be well weighed.

There are frequent occasions when the number of visitors on the Park is many times larger than is usual. The walks and seats being then crowded the temptation to each visitor to pursue his pleasure out of the beaten tracks, and so to misuse the Park in various ways, is correspondingly greater than usual. To employ a sufficient number of keepers on such occasions to guard every point where these temptations will occur, and to give a caution or check directly and personally to every one who might need it, would be wholly impracticable.

But even if it were practicable, it will be evident that the pleasure and value of a ramble in the Park would be destroyed, and, instead of a tranquilizing, an irritating effect would be produced if at every turn a visitor were to be made to feel himself superintended in all his conduct like a lunatic by his keeper, or a child by its nurse.

It is not, then, by the frequent overhauling of visitors that the park is to be successfully kept.

There have been many occasions when each keeper employed within the gates of the Park has had to cover a space on an average of fifty acres, most of these spaces abounding with bushes, hollows and rocks favorable to those wishing to escape notice while misusing it, and when there will have been on each such space three or four thousand visitors. If it could be supposed that any considerable part of these visitors were influenced by positive hostility to the purposes of the keeper, it will be apparent that the evidences of misuse which they would leave behind them would be much greater than they ever have been. To see this more clearly, however, let a common example of misuse be studied.

Certain spots have been prepared in a peculiar manner, with a view to secure a luxuriant growth of ferns and wild flowers in association with rocks and other adjoining objects. There are some of the owners of the Park to whom the intended effect would give great delight, aiding them to forget their troubles, momentarily at least, and producing something of the good result which a visit to the mountains brings to a fagged-out man or a jaded woman. The places have been carefully selected and prepared so that it need be little, if any, inconvenience for visitors to avoid walking on them, and so that the plants, once well established, will in a great degree take care of themselves. The danger in this case that the intended result will not be attained, is chiefly this, that a few persons, perhaps one in ten thousand of all who pass near any such place, will tramp across it, and in so doing, stamp out the life of the plants, or will, one by one, pick and misappropriate the flowers to private use. They have no more right to do either than to pick their neighbor's pockets, throw stones at his windows or vitriol at his coat. Yet, of the comparatively small number of visitors who will crush out the life of the ferns, or steal the flowers, it will certainly be a still very much smaller number who are capable of being led intentionally to do any such wrong to their neighbor.

The truth is, then, that even of the comparatively small number of those who would make such a misuse of the Park, much the larger part are capable of being tempted to it only because having had no occasion, under ordinary circumstances, in walking along the streets, or when in the country, through the woods and fields, to consider the rights of others in the way that is necessary in the Park, it fails to be clear to their minds that they will be wronging others when they feel the impulse to such misconduct.

There is the same explanation often to be made even for people who carry themselves rudely in the Park, disputing loudly with one another, using threatening, profane or obscene language, crowding others off the walks, excluding others unnecessarily from seats, and so on. It is not with intention of troubling others that they do these things, but in most cases from sheer unmindfulness that others are being unpleasantly affected by them.

But a little further thought will satisfy the keeper that not only is it to be fairly presumed that visitors, as a rule, are indisposed to misuse the Park, but that they have an active desire and intention to avoid its misuse. Consider, for example, how much pleasanter it is in a hot summer's day to step on turf than on gravel or concrete walks, yet how few, comparatively, make a practice of stepping off the walks upon the turf whenever they have reason to think they might do so without danger of reproof from a keeper.

Even of the more lawless class a larger number commonly keep within the bounds of decent use of the Park than, when it is an easy matter to keep out of the sight of a keeper for hours together, can be accounted for by the mere danger of reproof or arrest. In what other way can it be explained that bad men, abandoned women and mischievous boys make no more misuse of the Park than they do?

Let the keeper who is at all doubtful of the answer ask himself if he were going with a friend to a theatre, or a church or a funeral, and while walking in the streets should be smoking or engaged in a warm debate and talking loudly with his friend, whether he would be at all likely to continue smoking or talking aloud after entering the house? or, supposing that by any mischance he did so for a moment, whether he would continue long to do so? If not, let him ask himself again, why he would not wait until admonished or threatened with arrest by an officer of the law?

Reflection will satisfy him that he would be led by the silent and unconscious influence of others present to regard the custom and proprieties of the occasion and the place. A little more reflection will further satisfy him that no man however hardened, no woman however brazened, is wholly proof against such an influence. Remembering then, that, on the other hand, this class has not often much to gain by any marked defiance of custom or propriety in the Park, it will be seen that its protection rests almost wholly on the loyal disposition of the great body of visitors to side with the keepers in discountenancing its misuse.

Keeping this last consideration in mind, let the keeper imagine a man entering the Park, fully aware that he does so as one of its rightful owners, under obligations to no one; that, presently, through heedlessness or ignorance, he disobeys some rule for its proper use; that immediately a man whose livery shows that he is one of his servants, employed for his pleasure and paid with his money, accosts him, not, as it appears, with a purpose to respectfully aid him toward a better understanding of what is due to others, as one gentleman might manage to aid another who was a stranger to him, but as a watch-dog might accost a sneak-thief, growling, and with a look of seizing hold of him. Suppose that the visitor has not only been so treated himself, but has observed similar conduct on the part of other keepers toward other visitors, and that both experiences have been often repeated. Let the keeper consider whether a desire will not grow with this visitor to take care of himself when he is in his Park, and no thanks to anybody; whether a disposition to try conclusions with the whole force of keepers, to see whether they shall prevent him from going where he likes and behaving as he pleases, will not be established in his mind?

To fully realize the danger of thus enlisting the self-respect of visitors against the purposes of the force, it must be remembered that there are many Jacks-in-office who, commanding but little of the respect of others in their own proper persons, enjoy to presume on the respect of others for any slight authority of law with which they may be briefly clothed, and that, consequently, there has grown up a common and not unreasonable predisposition in the public mind to find all public servants, more or less officious and meddlesome.

Now, if the keeper sees that it is not by activity in reproof of misuse, or by exciting fear of his authority to arrest, that he is chiefly to contribute to the efficiency of the force for its purposes, it must also be plain to him, without argument, that the occasional sight of a man who is simply distinguished from men in general by a badge and some peculiarities of clothing, is going to check misuse of the park very little. It will also be plain to him that a visitor, knowing that men so distinguished are the only representatives of those who are charged with the

duty of keeping the park, and who sees one of them lounging listlessly, talking with friends, making himself comfortable, and who reflects that he is maintained in this way of living at public expense, is likely to have his respect for the ordinances established by the Commissioners to prevent the misuse of the park in no way increased.

But, now, let the keeper who cannot see what way is left to him for contributing to the object of the force, suppose that a visitor has, through some previous observation, come to be aware that there is an organized system for aiding visitors to avoid its misuse and for giving them all needed directions for its use; that in whatever part of the park he has been he has, at intervals, found agents of this system, and has observed a striking uniformity not only in their attire but in their carriage and manner, making it evident they were acting under common authority, common instructions, and with a common responsibility strictly enforced.

Suppose that they had invariably appeared to him watchful, vigilant, active and with their minds so fully occupied with their business of keeping the Park that they could think of nothing else. That whenever any one of them had been seen addressing a visitor, it had been obviously because it was his duty to do so, and that whomsoever he found occasion to address, a swaggering, impudent man, or a poor shrinking girl, and for whatever purpose, to check a misuse of the Park or to show the way to a seat, it had been with a manner of studied official respect.

Suppose that having himself had need occasionally for some information or advice, and having applied to keepers for it, it had been given with no more words than necessary, but with all desirable fullness, accuracy and clearness, and with perfect courtesy: not with an air as if it were a matter of grace with the keeper, nor with a hurried, irritated manner, as if he were impatient of it, but simply as if it were a constant duty for which he had carefully prepared himself, and in which he had no right to do otherwise than as well as possible.

It will be readily seen that one result of such an experience would be that, to this visitor, every Park-keeper would distinctly represent the general, permanent and legal interests

which he possessed, in common with all other citizens, in the Park, in distinction from the momentary, selfish, illegal, individual interests which alone can be served through its misuse.

If then, at any time, such a visitor were carelessly misusing the Park, the mere sight of a keeper would be sufficient to recall those larger, deeper, nobler interests to his mind, and self-respect, instead of prompting him to persist in a spirit of defiance, would lead him to cease from the misuse, and to proceed in the proper use and enjoyment of the Park with more consideration.

If, on the other hand, he were misusing the Park through ignorance, and the keeper should ask him to desist, the request, so far from being felt as a personal affront, would be received with all respect and cheerfully complied with.

But if this would be the result of such an experience of the keepers with one man, it would equally be the result with thousands—with the great body of fairly well disposed visitors—and thus the force of custom would act, out of the keeper's sight, in resistance to the misuse of the Park, with a strong, constant pressure, upon even the more recklessly selfish class.

It can not, then, be too strongly borne in mind, that any conduct which tends to wound the self-respect of visitors tends also to promote a disposition to misuse the Park, and that, in so far as there is anything in the appearance of a keeper at any moment while he is on active duty, which seconds those general influences of the Park, by which the self-respect or civic pride of the citizen is gratified, he will at that moment be actively contributing to the general purpose of the organization.

Moreover, it may be fairly estimated that however slight such influence may be at any particular moment, on any particular visitor, the sum of all the influence which each keeper may so exert will be a larger contribution to the general end which he has undertaken, as the business of his life, to serve, than he will be able to make in all other ways.

It is very desirable that the officers of the force, especially, should realize that the great difficulty with which they have to contend is just here, in the proneness, that is to say, of

keepers, in common with mankind in general, to have too little respect for or faith in influences which operate quietly and graciously, and to magnify the importance of acts of which the results are direct and obvious; in the proneness, also, of keepers to imagine that their usefulness lies in what each man accomplishes from day to day, by himself, rather than in the ultimate results of a system to which any contributions that any one of them can make will be chiefly valuable in proportion as he sustains a general influence proceeding from all with whom he is placed in co-operation.

The points more important to be fixed in the keeper's mind of what has been said may be recapitulated as follows:

First.—The most pressing responsibility upon the Commissioners, with reference to the Central Park, is that of the prevention of its misuse.

Second.—The degree in which the Park will be wilfully and gravely misused corresponds to the degree in which any misuse of it will be given the apparent sanction of custom, through thoughtless and slight misuse of it.

Third.—The keeper can do little towards preventing misuse of the park, by arrests or by threats or admonitions addressed personally to visitors.

Fourth.—What is chiefly to be relied upon for keeping within necessary limits the thoughtless and slight misuse of the park, and through this all misuse, is the impression which may from time to time be produced on the minds of well-intentioned visitors by the mere presence and manner of the Park-keepers.

Fifth.—This impression will be valuable for the purpose in proportion as it is uniform, and as it manifests systematic vigilance, order, discipline, considerateness and courtesy.

Sixth.—The Commissioners cannot afford, in justice to their own responsibility, to retain men in the position of keepers who fail to contribute constantly, when on active duty, to such an impression.

ORDINANCES APPLICABLE TO THE ORDINARY USE OF THE CENTRAL PARK.

The Board of Commissioners of the Department of Public Parks, this thirty-first day of March, A.D. 1873, adopt and ordain the following ordinances for the use of the Central Park, to be observed by all persons not in the service of the Department.

I. No one shall enter or leave the Park except at the established entrance ways, nor shall any one enter or remain in it after eleven o'clock at night, during the six months beginning May first; nor after nine o'clock at night during the six months beginning November first, except as, on special occasions, its general use may be authorized beyond the regular hours.

II. No one shall climb upon or in any way cut, break, injure or deface any wall, fence, shelter, seat, statue or other erection, nor any turf, tree, shrub, or other plant, nor throw stones or other missiles, nor discharge, fire or carry any fire-arm, fire-cracker, torpedo or fire-works, nor make a fire, nor play any musical instrument, nor offer or expose things for sale, nor post or display any sign, placard, flag, banner, target, transparency, advertisement or device of business, nor solicit business or fares, nor beg or publicly solicit subscriptions or contributions, nor tell fortunes, nor play games of chance or with any table or instruments of gaming, nor make any oration or harangue, nor utter loud threatening, abusive or indecent language, nor do any indecent or obscene act.

III. No quadrupeds except those placed in the Park by the Commissioners, and except dogs when controlled by a line of suitable strength not more than six feet in length, and horses and others used for pleasure travel, shall be driven or conducted into the Park or allowed to remain in it.

IV. The drive shall be used only by persons in pleasure carriages or on horseback; the ride only by persons on horseback; animals to be used on either shall be well broken and

constantly held in such control, that they may be easily and quickly turned or stopped; they shall not be allowed to move at a rate of speed which shall be alarming or cause danger, nor under any circumstances at a rate of speed on the drive of more than seven miles, nor on the ride of over twelve miles an hour; and when any park-keeper shall deem it necessary to safety, good order, or the general convenience, that the speed of an animal shall be checked, or that it should be stopped, or its course altered, and shall so direct, by gesture or otherwise, it shall be the duty of the rider or driver of such animal to follow such direction; and no horse or other beast of burden or draft shall be driven or suffered to stand anywhere, except on the drive or ride.

V. No hackney-coach or other vehicle for hire shall stand within the Park, for the purpose of taking up passengers, other than those whom it has brought in. No omnibus or express-wagon, and no wagon, cart or other vehicle, carrying, or ordinarily used to carry merchandise, goods, tools or rubbish, and no fire-engine or other apparatus on wheels for extinguishing fires shall enter or be allowed upon any part of the Park.

VI. No military or target company, and no civic, funeral or other procession, or a detachment of a procession, and no hearse or other vehicle, or persons, carrying the body of a dead person shall enter, or be allowed on any part of the Park.

VII. No person shall bathe or angle, or take fish, or send or throw or place any animal or thing in or on the waters, or disturb or annoy the birds or animals in the Park.

VIII. No person shall go on the turf except when and where the word "common" is posted as an indication that at that time and place all persons are allowed to go on it.

IX. No person shall bring into or carry within the Park any tree, shrub, plant or flower, nor any newly plucked branch or portion thereof.

X. When necessary to the protection of life or property, the officers and keepers of the Park may require all persons to remove from, and keep off any designated part thereof.

XI. On the arrest of a person in the Park, he shall be forthwith conducted to one of the keepers' stations, the officer in charge of which shall determine whether he shall thence be conveyed before a magistrate or be discharged.

By order of the Board of Commissioners of the Department of Public Parks.

HENRY G. STEBBINS,
President.

F. W. WHITTEMORE,
Secretary.