63D CONGRESS } SENATE { REPORT
1st Session } { No. 53

SUFFRAGE PARADE

REPORT

OF THE

COMMITTEE ON THE DISTRICT OF COLUMBIA
UNITED STATES SENATE

PURSUANT TO S. RES. 499, OF MARCH 4, 1913, DIRECTING SAID COMMITTEE TO INVESTIGATE THE CONDUCT OF THE DISTRICT POLICE AND POLICE DEPARTMENT OF THE DISTRICT OF COLUMBIA IN CONNECTION WITH THE WOMAN'S SUFFRAGE PARADE ON MARCH 3, 1913

WITH HEARINGS AND LIST OF WITNESSES

SUBMITTED BY MR. JONES

MAY 29, 1913.—Ordered to be printed, with illustrations

WASHINGTON
1913

UNITED STATES OF AMERICA
POST TENEBRAS LUX PRIVILEGE

63D CONGRESS, 1st Session. } SENATE. { REPORT No. 53.

SUFFRAGE PARADE.

May 29, 1913.—Ordered to be printed.

Mr. JONES, from the Committee on the District of Columbia, submitted the following

REPORT.

[Pursuant to S. Res. 499.]

The Committee on the District of Columbia, having had under consideration Senate resolution 499, directing an investigation of the conduct of the District police and police department of the District of Columbia in connection with the woman's suffrage parade on March 3, 1913, beg to submit the following report:

On the calendar day of March 4, 1913, the Senate passed the following resolution:

Resolved, That the Committee on the District of Columbia, by subcommittee or otherwise, be, and it is hereby, authorized and directed to investigate the conduct of the District police and police department of the District of Columbia in connection with the women's suffrage parade on March third, nineteen hundred and thirteen, and ascertain whether said police or police department was negligent in protecting the participants in said parade from interference, insult, and indignity, and submit its report and recommendations as soon as possible, and said committee shall have authority to summon witnesses, administer oaths, and take testimony.

Pursuant to this resolution, Senators Wesley L. Jones, William P. Dillingham, and Atlee Pomerene were appointed as a subcommittee to make the investigation.

The subcommittee met Thursday, March 6, at 1.30 o'clock p. m., and proceeded to take testimony. Many witnesses were examined, and from six to seven hundred pages of testimony taken, which can only be summarized in this report. Representatives of women's suffrage organizations desiring to hold a parade on Pennsylvania Avenue on the afternoon of March 3 conferred with Maj. Sylvester, superintendent and chief of police, and the Commissioners of the District of Columbia at various times. The chief of police and Commissioner Johnston called their attention to the conditions which would exist on that day, preceding, as it did, the 4th of March, upon which the President of the United States would be inaugurated. They called attention to the conditions that would pertain to the Avenue, and suggested that the parade should not be held on that date, or, if held on that date, that it would be better to have it

on Sixteenth Street. Neither suggestion was satisfactory to the ladies, and on December 31 a written application for a permit to parade on a certain line, included from the Peace Monument along Pennsylvania Avenue to the Treasury Building, was made to the Commissioners of the District by Miss Alice Paul, representing the National American Women's Suffrage Association. On the same date this application was referred to the inaugural committee for advice as to whether or not it had any objection to the granting of such a permit.

The chairman of that committee responded January 6, 1913, that, without assuming any responsibility in the matter, he had no objection to the granting of a permit for a parade on the 3d of March that would not interfere with the inaugural parade or the inaugural ceremonies. On January 6, 1913, Miss Paul made a written application for a permit to Maj. Sylvester, chief of police, for a women's suffrage procession on March 3, starting at the Peace Monument, passing along Pennsylvania Avenue, past the south side of the Treasury Building, etc., to Continental Hall. This permit was granted by Maj. Sylvester January 9, and reads as follows:

HEADQUARTERS OF THE METROPOLITAN POLICE,
Washington, D. C., January 9, 1913.

Permission is given the Woman's Suffrage Association to parade, with music, between the hours of 2 o'clock p. m. and 6 o'clock p. m., March 3, 1913, along the following route: From the south of the Peace Monument along the south side of Pennsylvania Avenue to Seventeenth Street, to Continental Hall. Divisions and sections to assemble and form on New Jersey Avenue, South Capitol Street, Delaware Avenue, and R and First Streets south, and any street necessary intersecting with Pennsylvania Avenue on the south side.

RICHARD SYLVESTER,
Major and Superintendent Metropolitan Police.
District of Columbia.

Applicant: Mrs. Burleson, February 18, 1913.

This permit was changed under date of February 18, apparently on the application of Mrs. Burleson, to read as follows:

No. 324.

HEADQUARTERS OF THE METROPOLITAN POLICE,
Washington, D. C., February 18, 1913.

Permission is given the Woman's Suffrage Association to parade with music between the hours of 2 o'clock p. m. and 6 o'clock p. m. March 3, 1913, along the following route: From the south of the Peace Monument along the south side of Pennsylvania Avenue to East Executive Avenue to Pennsylvania Avenue (south side) to Seventeenth Street to Continental Hall. Divisions and sections to assemble and form on New Jersey Avenue, South Capitol Street, Delaware Avenue, B and First Street south and any street necessary intersecting with Pennsylvania Avenue on the south side.

RICHD. SYLVESTER,
Major and Superintendent Metropolitan Police, District of Columbia.

Applicant: Mrs. Burleson.

Permits for parades in Washington City are granted under the following regulations, issued by the Commissioners of the District of Columbia:

Section 3, Article X, of the Police Regulations of the District of Columbia, promulgated by the Commissioners of the District of Columbia, reads as follows:

"SEC. 3. No musical instrument of any sort shall be played in any of the places mentioned in section 1 of article 9 of these regulations without a permit therefor from the major and superintendent of police. Itinerant musicians, including hand organists, may be permitted by the major and superintendent of police to perform on their instruments between the hours of 9 o'clock a. m. and 9 o'clock p. m. within

the limits to be designated in such permits, but not otherwise, and bands accompanying processions shall not play except by a permit from the major and superintendent of police, which permit shall designate the route to be followed by such procession and the hours within which such playing may be done. No musical instrument of any kind shall be played on Sunday in any of the places heretofore referred to in this section, except upon special permit by the Commissioners of the District of Columbia."

FEDERAL TROOPS.

Under date of February 15, 1913, Miss Paul sent the following communication to the Commissioners of the District:

FEBRUARY 15, 1913.

To the COMMISSIONERS OF THE DISTRICT OF COLUMBIA.

GENTLEMEN: On behalf of the procession committee of the congressional committee of the National American Woman Suffrage Association and the suffrage societies of the District of Columbia, I have the honor to request that a sufficient military force be asked for by the commissioners for use on the occasion of the suffrage procession at Washington, D. C., on the afternoon of March 3, 1913.

Very respectfully,

ALICE PAUL,
Chairman Procession Committee.

This request was referred to the Secretary of War and Miss Paul was advised of the action taken by the following letter which sets forth the indorsement of the committee to the Secretary of War:

FEBRUARY 17, 1913.

Miss ALICE PAUL,
Chairman Procession Committee, Congressional Committee of the National American Woman Suffrage Association.

DEAR MISS PAUL: The commissioners direct me to inform you that they have transmitted to the Secretary of War, with the following indorsement, your request that a sufficient military force be requested by the commissioners for use on the occasion of the procession in the city on the afternoon of the 3d proximo:

"Respectfully forwarded to the honorable the Secretary of War for consideration and the writer so informed.

"The police department of the District will provide a police detail as large as available for the within procession, and the commissioners are of the opinion that this detail might well be supplemented by United States troops, preferably Cavalry, according to the wishes of those involved, as expressed by Gen. Anson Mills, United States Army, retired, who is interested in this movement, and who states that it is desired that such a force be stationed along the route of the procession and not to act as an escort.

"The time being limited it is respectfully suggested that the action of the War Department be communicated direct to the chairman of the procession committee, No. 1429 F Street NW."

Very respectfully,

W. TINDALL,
Secretary Board of Commissioners, District of Columbia.

Under date of February 20, 1913, the War Department sent the following letter to Miss Paul:

WAR DEPARTMENT,
Washington, February 20, 1913.

To the CHAIRMAN PROCESSION COMMITTEE,
1420 F Street NW., Washington, D. C.

DEAR MADAM: In reply to your communication of the 15th instant, which was referred by the President of the Board of Commissioners of the District of Columbia, in regard to the detail of United States troops on the occasion of the suffrage procession on the afternoon of March 3, 1913, I have the honor to inform you that owing to requirements of the following day and other contingencies of the military service, it will not be practicable to furnish the forces for which request is made.

Very truly, yours,

ROBERT SHAW OLIVER,
Assistant Secretary of War.

After this some of the ladies conferred with Secretary of War Henry L. Stimson, and he went into the matter personally, explained

the legal situation to the ladies, and under date of March 1, 1913, sent the following letter to the commissioners:

MARCH 1, 1913.

The PRESIDENT OF THE BOARD OF COMMISSIONERS
OF THE DISTRICT OF COLUMBIA.

SIR: In reply to your indorsement dated February 17, 1913, stating that in the opinion of the commissioners the police detail available for duty in connection with the preservation of order upon the occasion of the forthcoming parade of March 3, 1913, might well be supplemented by troops, preferably Cavalry, I have to advise you as follows:

By joint resolution approved January 29, 1913, Congress appropriated $23,000, or so much thereof as may be necessary, "to enable the Commissioners of the District of Columbia to maintain public order and protect life and property in said District from the 28th day of February to the 10th day of March, 1913, both inclusive," and to make all reasonable regulation necessary to such end. Under this authority the commissioners may temporarily add to their police force any number of officers, within the limits of the appropriation, and can, it would seem, in this way create a force adequate to deal with any situation that may reasonably be anticipated. It does not appear from your indorsement of February 17, or in the communications from the chairman of the procession committee, that any disturbance of an unusual or formidable character is threatened, and in the absence of such showing orders for the National Guard of the District, of the character mentioned above, would, in my judgment, not be proper.

For the same and also for other and much stronger reasons it would be improper to order a contingent of the Regular Army to report for the duty in question.

Very respectfully,

H. L. STIMSON, *Secretary of War*.

No further requests were made on the War Department except that when talking with Commissioner Johnston over the telephone on the morning of March 3 the Secretary says: "He," referring to Commissioner Johnston, "then told me that while he did not anticipate any trouble, he thought it might be well if I held a troop of Cavalry in readiness for use in case a serious riot should arise. I said, 'All right; I will do so.'" And this was done. The troops were held in readiness and were called for about 3.45 and reached the Avenue about 4.30.

No direct request was made to the President or to the Secretary of War by the District officials for troops in connection with the parade, and no representations were made that any trouble was feared of a serious nature or that the police force would not be able to cope with the situation.

Section 15, chapter 2631, of the act of June 18, 1878, provides as follows:

From and after the passage of this act it shall not be lawful to employ any part of the Army of the United States as a posse comitatus, or otherwise, for the purpose of executing the laws, except in such cases and under such circumstances as such employment of said force may be expressly authorized by the Constitution or by act of Congress.

The only acts of Congress that might be appealed to are sections 5292, 5298, and 5299, which relate to the use of troops in case of insurrection, unlawful assemblies or combinations, etc.

In this connection it might be well to call attention to the testimony of Commissioner Johnston:

The CHAIRMAN. You did not take into consideration the fact, under the law, that Federal troops can not be called out except after request for local troops, and then only in case of grave emergency?

Commissioner JOHNSTON. That did not occur to me.

The CHAIRMAN. This request was simply submitted to the War Department, as I understand it, because of the request of Miss Paul?

Commissioner JOHNSTON. Yes; and——

The CHAIRMAN. And simply to meet that suggestion or request on her part?

Commissioner JOHNSTON. Yes; and that, if they were of our mind, they might detail the troops to supplement the efforts of the police in the arrangements.

The CHAIRMAN. You did not consider at that time that the police force would be inadequate to protect the parade?

Commissioner JOHNSTON. No.

The CHAIRMAN. And take care of the situation?

Commissioner JOHNSTON. No; because, as to that, we had to depend on the judgment of our subordinate who was charged with that duty.

Maj. Sylvester says he never made any formal recommendation to the commissioners that the War Department be requested to furnish troops, and said:

The CHAIRMAN. I do not think that exactly answers my question. I want to know whether or not you considered it necessary for the protection of this parade that you should have the assistance of the Federal troops?

Maj. SYLVESTER. No, sir; I did not consider it that way at that time, with the force I had.

EXCLUSION OF TRAFFIC FROM THE AVENUE.

After the permit had been granted for the parade the question of stopping the street cars came up.

Prior to February 17 Maj. Sylvester took this up with Mr. Carll, the vice president and manager of the Capital Traction Co., who denied the authority of the District officers to stop the running of their cars. Maj. Sylvester suggested that the Interstate Commerce Commission had authority to do it, and, pursuant to his suggestion, this letter was written:

COMMISSIONERS OF THE DISTRICT OF COLUMBIA,
EXECUTIVE DEPARTMENT,
Washington, February 18, 1913.

Hon. FRANKLIN K. LANE,
Chairman Interstate Commerce Commission, Washington, D. C.

SIR: The Commissioners of the District of Columbia have the honor to state that they have been requested by the management of the proposed woman suffrage procession, on the 3d proximo, to cause the cessation of street car operations on Pennsylvania Avenue, between First and Seventeenth Streets NW., from 3 o'clock p. m. until such time as may be needful for the due protection of that parade.

The major and superintendent of police has consulted with the management of the Capital Traction Co. regarding the stopping of its cars on that occasion, but the railroad authorities mentioned have refused to make such stoppage for reasons which appear in the inclosed copy of a communication to that official from the president of that company. The commissioners also transmit a copy of the letter of the major of police, to which that communication is a reply, and a copy of the regulation to which it refers.

In view of the action of the representatives of the Capital Traction Co., the commissioners have the honor to recommend that the necessary measures to effect such suspension of traffic be taken by your commission.

Very respectfully,

THE BOARD OF COMMISSIONERS OF THE DISTRICT OF COLUMBIA,
By CUNO H. RUDOLPH, *President.*

The following reply was received:

INTERSTATE COMMERCE COMMISSION,
Washington, February 21, 1913.

Hon. CUNO H. RUDOLPH,
President Board of Commissioners, District of Columbia.

DEAR SIR: Replying to your letter of the 18th instant, in which you suggest that necessary measures to affect suspension of certain street car traffic on the afternoon of March 3 be taken by the Interstate Commerce Commission:

An examination of the law conferring upon the Interstate Commerce Commission certain jurisdiction over street railways in the District of Columbia shows that we

have not the power to take the measures suggested. By reference to section 55 of Street Traffic Regulations in the District of Columbia, issued by your honorable body on December 31, 1912, I find that this jurisdiction is asserted by you. I am, therefore, returning the inclosures forwarded with your letter.

With great regard, I am, yours, sincerely,

FRANKLIN K. LANE, *Chairman.*

The corporation counsel advised the commissioners that they had no authority to interfere with the running of the cars.

Maj. Sylvester says he suggested to some of the suffrage leaders that a resolution stopping the cars should be passed.

Senate joint resolution 164 was introduced and passed and reads as follows:

JOINT RESOLUTION Stopping traffic and preventing interference with the suffrage procession.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the superintendent of police of the District of Columbia be, and he is hereby, directed to stop all the ordinary traffic and travel, including the operation of street railroads, along Pennsylvania Avenue from the Peace Monument to Seventeenth Street, between the hours of three and five postmeridian, on Monday, the third day of March, anno Domini nineteen hundred and thirteen, and to prevent any interference with the suffrage procession on that date.

Maj. Sylvester says he heard of the passage of this resolution by telephone message late at night of March 1, the day of the passage of the resolution.

March 1 General Orders, No. 15, were issued as follows:

General Orders, No. 15.]

HEADQUARTERS OF THE METROPOLITAN POLICE DEPARTMENT
OF THE DISTRICT OF COLUMBIA,
Washington, March 1, 1913.

On Monday, March 3, 1913, there will be a parade under the auspices of the National Woman's Suffrage Association, on Pennsylvania Avenue, beginning at First Street and Pennsylvania Avenue NW., the Peace Monument, from whence it will proceed by way of the south side of Pennsylvania Avenue to the street south of the United States Treasury, entering the grounds from Fifteenth Street and Pennsylvania Avenue, thence west to the ellipse south of the White House, through the roadway leading to Seventeenth Street, thence to the hall of the Daughters of the American Revolution. The parade will continue south and east as the marshal in command may direct, the formations dismissing within the roadways of the grounds south of the White House and on B Street south.

The parade will form with the right at First Street and the several divisions will assemble on New Jersey Avenue, South Capitol Street, Delaware and Maryland Avenues south, and in the formation and movements of the parade the police will give every attention to protecting those comprising the parade against embarrassments and afford them every security.

At 12 o'clock noon, March 3, 1913, Pennsylvania Avenue, from First to Fifteenth Streets NW., will be roped with wire cable along the curbs, and at the hours hereafter mentioned Pennsylvania Avenue will be cleared of all pedestrians and vehicles. The captains having assignments to this duty will have the members of their respective commands loop the intersecting streets at the hours hereafter given to provide against intrusion on the Avenue of pedestrians and vehicles. This to be maintained until the close of the parade.

To further aid in this movement, police automobiles will precede the parade and assist in maintaining the Avenue clear of pedestrians and vehicles. These automobiles will be further utilized if necessary to prevent intrusion from the sidewalks upon the parade grounds during the march to the Treasury.

Sergt. M. L. Raedy, mounted, will report at First Street and Pennsylvania Avenue at 1.30 p. m., and there will be detailed to report to him there 16 mounted privates, and from this platoon the sergeant will detail such number of men as may be necessary to aid in the formation of the parade and to flank the same as in his judgment may be necessary, he reserving a platoon sufficient to give escort through the crowd that may be gathered south of the Treasury and along the roadway of the ellipse south of the White House.

The same instructions regarding the conduct of the members of the force for March 4 were in effect March 3.

At the time these orders were issued the hour of starting the parade was not definitely known to the chief of police. The cars were passing up and down Pennsylvania Avenue on March 3, receiving and discharging passengers until 3 o'clock, being stopped from entering the Avenue at the Treasury at 2.30, but allowed to pass out there until 3, and the same was true at the Peace Monument. Cars also were crossing the Avenue at various points until 3 o'clock. These cars were all crowded. Cars passed along the Avenue from 12 o'clock noon until 2.30 p. m. The following statement gives the number of cars passing along the Avenue and crossing it at Seventh Street:

Number of cars which passed Fifteenth and Pennsylvania Avenue NW., eastbound, from 12 o'clock noon to 2.30 o'clock p. m., about 180.

Number of cars which passed Peace Monument, westbound, from 12 o'clock noon to 2.30 o'clock p. m., about 180.

Number of cars which passed per hour, about 74 in each direction.

Number of cars which crossed Pennsylvania Avenue at Seventh Street NW., northbound, from 12 o'clock noon to 3 o'clock p. m., about 105.

Number of cars which crossed Pennsylvania Avenue at Seventh Street NW., southbound, from 12 o'clock noon to 3 o'clock p. m., about 105.

Number of cars which crossed Pennsylvania Avenue at Seventh Street NW. per hour, about 35 in each direction.

Maj. SYLVESTER. We make a maximum estimate that that one line, if it dropped its passengers along the line of the parade, would leave about 35,000 people.

Senator POMERENE. You get those figures from the company, do you?

Maj. SYLVESTER. The number of cars; yes, sir.

Senator POMERENE. Did they make an estimate or was an estimate made as to the number of people—is the estimate that of the street-car company or your own?

Maj. SYLVESTER. No, sir; I made the estimate of the number of people on the statement I made a few moments ago.

Senator POMERENE. Did they make any statement to you in that behalf?

Maj. SYLVESTER. No, sir; they would not do it, or at least they would not assume to do it.

They gave me the capacity of the cars—that is, the capacity of the interior of the cars—as 60 to 75, but I understood they were hanging on the outside. That would bring that number up to about 80. The cars have a carrying capacity of 75 or 80 and were no doubt loaded to the utmost that day.

Because Maj. Sylvester tried to persuade some of the ladies who called on him with reference to this parade not to hold it on the 3d of March, or, if so, to hold it on Sixteenth Street, some have charged that he was unfriendly to the cause represented by those taking part in the parade and that he neglected to do his duty regarding it. We do not think this criticism is justified. By virtue of his position he knew better than almost anyone else the difficulties that would attend the protection of a parade held under the circumstances and the indignities to which the paraders might be subjected. He had a good conception of the size of the crowd that would be present, its character, and its disposition. He had had much experience with inauguration crowds and knew that with two or three hundred thousand people collected from all over the country of all classes, and some of them out for a good time, this crowd would be very difficult to control. He knew the environments along Pennsylvania Avenue and the character of many in the crowd who would congregate there. We are satisfied that he made these suggestions to these ladies not because of any unfriendliness to them or their cause, but in the best of faith and out of respect for them and those who would take part in

the parade, and his motives should be commended rather than condemned in the absence of any proof that he failed to do his duty as a public official.

PRECAUTIONS TAKEN TO PROTECT THE PARADE.

Almost identically the same orders were issued to the police force to control and direct their conduct on the 3d of March as for the 4th. Following is a copy of General Orders, No. 15, made to govern the parade:

General Orders, No. 15.]

HEADQUARTERS OF THE METROPOLITAN POLICE DEPARTMENT
OF THE DISTRICT OF COLUMBIA,
Washington, March 1, 1913.

On Monday, March 3, 1913, there will be a parade under the auspices of the National Woman's Suffrage Association, on Pennsylvania Avenue, beginning at First Street and Pennsylvania Avenue NW., the Peace Monument, from whence it will proceed by way of the south side of Pennsylvania Avenue to the street south of the United States Treasury, entering the grounds from Fifteenth Street and Pennsylvania Avenue; thence west to the ellipse south of the White House, through the roadway leading to Seventeenth Street; thence to the hall of the Daughters of the American Revolution. The parade will continue south and east as the marshal in command may direct, the formations dismissing within the roadways of the grounds south of the White House and on B Street south.

The parade will form with the right at First Street and the several divisions will assemble on New Jersey Avenue, South Capitol Street, Delaware and Maryland Avenues south, and in the formation and movements of the parade the police will give every attention to protecting those comprising the parade against embarrassments and afford them every security.

At 12 o'clock noon, March 3, 1913, Pennsylvania Avenue, from First to Fifteenth Streets NW., will be roped with wire cable along the curbs, and at the hours hereafter mentioned Pennsylvania Avenue will be cleared of all pedestrians and vehicles. The captains having assignments to this duty will have the members of their respective commands loop the intersecting streets at the hours hereafter given to provide against intrusion on the Avenue of pedestrians and vehicles. This to be maintained until the close of the parade.

To further aid in this movement, police automobiles will precede the parade and assist in maintaining the Avenue clear of pedestrians and vehicles. These automobiles will be further utilized, if necessary, to prevent intrusion from the sidewalks upon the parade grounds during the march to the Treasury.

Sergt. M. L. Raedy, mounted, will report at First Street and Pennsylvania Avenue at 1.30 p. m., and there will be detailed to report to him there 16 mounted privates, and from this platoon the sergeant will detail such number of men as may be necessary to aid in the formation of the parade and to flank the same as in his judgment may be necessary, he reserving a platoon sufficient to give escort through the crowd that may be gathered south of the Treasury and along the roadway of the ellipse south of the White House.

Capt. J. E. Mulhall and Capt. G. H. Williams will take command at the assembly points of the various organizations on New Jersey Avenue, South Capitol Street, Delaware and Maryland Avenues, and will so employ their force as to give every security and freedom from enbarrassment to the various commands. For this purpose 4 sergeants, 40 privates, and 40 special policemen will report to Capt. Mulhall at the Garfield Monument, southwest of the Capitol Grounds, at 1.30 o'clock p. m. After the parade is under way every precaution will be taken to protect the marchers into Pennsylvania Avenue and a sufficient force will be assigned to protect the rear of the parade into Pennsylvania Avenue, and to its conclusion at Seventeenth Street, the rear protecting force to be at such distance as to protect the parade against any intrusion.

Lieut. J. A. Duvall will be in command of that section extending from the Peace Monument to Four-and-a-half Street NW., and 2 sergeants, 30 privates, and 40 special policemen will be detailed to report to Lieut. Duvall at the Peace Monument at 1.30 o'clock p. m. The lieutenant will see that the instructions regarding the clearance of the Avenue are observed and the parade secured against intrusion or interference of any kind.

Capt. John C. Daley will be in command of that section extending from Four-and-a-half Street to the west curb of Seventh Street NW., on Pennsylvania Avenue, to whom there will be detailed for the purposes mentioned above 2 sergeants, 30 privates, and 40 special policemen. Capt. Daley will keep the Avenue clear of all intrusions, as heretofore directed, and secure the parade every security against embarrassment. This detail will report to Capt. Daley at Four-and-a-half Street and Pennsylvania Avenue at 1.30 o'clock p. m.

Capt. R. E. Doyle will be in command of that section extending from the west side of Seventh Street to the west side of Tenth Street NW., on Pennsylvania Avenue, and there will be detailed to him for the purposes mentioned above 2 sergeants, 30 privates, and 40 special policemen, to report to him at Ninth Street and Pennsylvania Avenue NW., at 2 o'clock p. m. Capt. Doyle will keep the Avenue clear of all intrusions, as heretofore directed, and insure the parade every security against embarrassment.

Capt. J. T. Hollinberger will be in command of that section extending from the west side of Tenth Street NW. to the west side of Fourteenth Street NW., and there will be detailed to him, for the purposes mentioned above, 4 sergeants, 40 privates, and 60 special policemen, to report to him at Twelfth Street and Pennsylvania Avenue NW., at 2 o'clock p. m. Capt. Hollinberger will keep the Avenue clear of all intrusions, as heretofore directed, and insure the parade every security against embarrassment.

Capt. Henry Schneider will be in command of that section extending from the west side of Fourteenth Street NW. to the entrance to the Treasury grounds. There will be detailed to report to him, for the purposes mentioned above, at Fourteenth Street and Pennsylvania Avenue NW., at 2 o'clock p. m., 2 sergeants, 30 privates, and 30 special policemen. Capt. Schneider will keep the Avenue clear of all intrusions, as heretofore directed, and insure the parade every security against embarrassment.

That section from the south front of the Treasury to Seventeenth Street NW. will be under the command of Inspector R. B. Boyle and Capt. Daniel Sullivan. There will be detailed to Inspector Boyle at the south front of the Treasury at 1 o'clock p. m., 4 mounted sergeants, 2 foot sergeants, 40 privates, and 40 special policemen. When the platoon of mounted police leading the procession shall have reached Fifteenth Street Inspector Boyle will direct Mounted Sergt. Raedy to deploy his force so as to assist at the entrance to the Treasury grounds at Fifteenth Street and give safe conduct to the parade on the south of the roadway leading to Seventeenth Street and to the point of dismissal, and such automobiles as may be indicated by the police flags as may be in the vicinity of the Fifteenth Street entrance to the Treasury grounds may also be used in holding the spectators at Fifteenth Street and in protecting the parade in the White House grounds and along Seventeenth Street to the place of dismissal.

Prior to the arrival of the head of the procession at the south front of the Treasury, Inspector Boyle and Capt. Sullivan will employ the mounted sergeants detailed to him in seeing that the roadways south of the White House are kept clear of automobiles and other vehicles.

At the conclusion of the parade Capt. Sullivan shall detail a sufficient number of men to remain at the D. A. R. Hall as may be necessary to protect the assemblage which will take place there until its adjournment.

When the rear of the parade shall have passed Tenth Street and Pennsylvania Avenue NW., Capt. Doyle will proceed with his command to the grounds south of the White House and protect the organizations in their dismissal. Capt. Doyle will also assist Capt. Sullivan in the vicinity of the D. A. R. Hall.

To further carry this order into effect, the eleventh precinct patrol wagon will be stationed at the Garfield Monument, southwest of the Capitol Grounds, at 1.30 o'clock p. m. The ninth precinct patrol wagon will be stationed on the south side of Pennsylvania Avenue NW. at Sixth Street. The first precinct patrol wagon will be stationed on the south side of Pennsylvania Avenue at Twelfth Street. One extra patrol wagon will be located on Fifteenth Street NW. just south of Pennsylvania Avenue NW., and the second extra patrol wagon will be located on Seventeenth Street NW. near the D. A. R. Hall. These wagons in making runs shall take prisoners to the first police precinct.

To further carry this order into effect, Capt. Hollinberger and Capt. Byrnes will place the ropes used in looping intersecting streets at the several locations on Pennsylvania Avenue from First to Fifteenth Streets NW. within their respective precincts, in order that the same may be in readiness to be used as loops for the occasion and for the inaugural parade on the following day, and at the conclusion of this parade they will recover the ropes used in looping for use on the following day for the inaugural parade. All ropes for these loops should be in position not later than 12 o'clock noon. March 3, 1913, and be erected at 2.30 o'clock p. m.

At the conclusion of this parade all members of the force, except those detailed under the command of Capts. Sullivan and Doyle, shall report promptly to their respective stations.

All precautions embracing the conduct of members of the force, as set forth in General Orders, No. 14, for the following day, March 4, 1913, shall be observed on this occasion.

RICHARD SYLVESTER,
Major and Superintendent.

General Orders, No. 14, referred to in the preceding order, reads as follows:

[Extracts from General Orders, No. 14, Feb. 27, 1913, Metropolitan police department, D. C.]

Where intoxicated persons are incapable of caring for themselves, if not too great a distance from the first precinct station, they should be sent there for care at the temporary hospital.

Commanding officers will post their men apart at equal distances, as nearly as possible and as the required service may justify, and they should face the crowd and not the parade.

Members of the force should obey separate printed orders in removing drunks, disorderly persons, injured or sick persons, and those requiring attention for other reasons.

Members of the force shall not use their clubs except for self-defense or in subduing disorderly assemblages after all peaceful efforts have been ignored.

Avoid harsh and disrespectful language and profanity, and do not indulge in argument with anyone. If the law is violated, arrest and let the court hear the argument. Promptly remove or arrest any faker or other vender who does not comply with police orders against obstructing streets or sidewalks or known to be an evil character.

Strict attention to duty is enjoined, and extraordinary service will be given special consideration.

The testimony of the individual police officers is all to the effect that they understood that these orders were to be obeyed literally, and any failure to do so in any particular was the fault alone of the individual policeman.

The total police force for the District of Columbia at the time of the parade was 1,293, composed of 377 foot privates in uniform, 734 specials, and the commanding officers. Of this number 266 in blue uniform and 390 specials, with their commanding officers, or a total of 729, were assigned to care for the parade, and 235 additional men, who were on duty in connection with the reception of the President elect, gave assistance in connection with the parade after this work had been performed, making in all 950 men who performed duty in connection with this parade. Eight hundred and forty men were detailed for duty in connection with the parade of March 4. On the day of the 3d, from the Peace Monument to Fifteenth Street, on Pennsylvania Avenue, there were detailed for duty 245 regulars and 330 specials, or a total of 575. Excluding 4 captains, 1 lieutenant, 12 sergeants, performing a supervisory duty, the police escort, and those in the automobiles, this force, if placed equidistant on each side of the street would have placed a policeman every 30 or 32 feet. On March 4, for duty in the same territory, there were detailed 176 regulars and 191 specials, or a total of 367. It would seem that there was no neglect in this respect, and that practically all the available force of the District was used in connection with this parade. Every police officer who testified said that all the precautions that could be foreseen as necessary to insure good order and protection to the parade were taken, and no one suggested any criticism of their superiors in this respect.

In addition to the printed orders, Maj. Sylvester traversed the Avenue from the Peace Monument to the Treasury between 1.30 and 2.30 p. m. and gave verbal directions to many of the officers in command to proceed to clear the Avenue. No one suggested to him that this could not be done, and he was of the opinion that the force was sufficient to do the work. We are satisfied that in assigning and directing the police force for the protection of the parade all precautions under existing laws were taken that could have been foreseen to be reasonably necessary.

CONDITIONS ON THE AVENUE.

No special complaint has been made concerning conditions about the formation and disbandment of the parade nor of conditions south of the Treasury Building.

The testimony clearly shows that conditions were good from the Peace Monument to about Four-and-a-half Street. The crowd was kept well back toward the curb line and ample space was maintained for the marchers. The crowd was probably not so large here as farther up the street, and the officer in charge, Lieut. Duvall, seems to have been very earnest and active and to have had his men well in hand. He began to clear the Avenue before 2.30. The street cars did not discharge so many passengers in this section and it was not so difficult to clear.

The conditions from about Four-and-a-half Street to Fifteenth Street were very unsatisfactory. On much of this part of the Avenue there was no passage for the parade through the crowd. An attempt was made to clear it by the use of automobiles in wedge formation under police direction moving in advance at the head of the parade. This was immediately followed by a platoon of mounted police. In this way the people on the Avenue were forced back toward the curb line and away from the line of march. The crowd thus removed from the center of the street, immediately surged in behind the automobiles, which were trying to clear the passageway, and in front of, around, and behind the mounted police following. The crowd were often in touch with the paraders; sometimes the latter were compelled to march two abreast and, at one point, single file. Personal indignities were suffered by some of those who were marching, and offensive and insulting remarks were made at times by people in the crowd.

It is unfortunate that a quiet, dignified parade, composed mostly of women, could not be held upon the best known avenue in the Nation's capital without interference or insult, even in the absence of police protection, and that it was not so held is a reproach upon those thus interfering with and giving offense to the proprieties of the occasion. We can not condemn too strongly the conduct of those who thus interfered with the parade and jeered at the marchers. We regret that the parade was not fully protected and that it did not have a clear and ample space for marching, but, before condemning the police department as a whole, we must take into consideration the circumstances under which the police had to act and under which the parade was held.

It was in the afternoon of the day before the inauguration of the President of the United States. The 350,000 residents of the city were increased by more than 220,000 visitors who had come to see and participate in the inaugural ceremonies. Thousands of these were members of the national guard and regular troops not then on duty, but who were out to see the sights. All classes of people, good, bad, reckless and frolicsome were present. This parade was something new, interesting, and novel, had been widely advertised, and everybody was anxious to see it.

In a broad sense it was political in character, and the crowd was more or less divided into those who believed in what the parade represented and those who were against this idea. The parade was to march along Pennsylvania Avenue, which passes through or by what may be termed the "Bowery district" of the city and all the element that naturally congregates in such a section was present along the line of march. The most advantageous place to view the parade was along Pennsylvania Avenue from the Peace Monument to Fifteenth Street and very naturally the crowd surged there from all sections of the city. The tableaux on the Treasury steps massed the people down Fifteenth Street and into the Avenue. Naturally everyone wanted to get as close to the line of march as possible, and with people pressing toward the Avenue from the cross streets, with street cars passing up and down the Avenue and crossing it bringing in thousands of people bent on seeing the parade and no authority on the part of the police to stop cars and vehicles from crossing or passing along the Avenue until the very minute set for the starting of the parade, it is not surprising that the crowd was not kept back and that it got beyond the control of the police. Under such circumstances your committee believe that no one should be condemned except upon clear proof of guilt.

We are satisfied from the evidence, however, that some of the uniformed police and more of the special police acted with more or less of indifference while on duty along the line of march, and so conducted themselves as to encourage the crowd to press in upon the paraders rather than to check and control it. This conduct on their part necessarily interfered with the efficiency of those officers who were sincerely trying to perform their duty. We regret that the evidence has not been definite enough to fix guilt upon the individual members of the force.

The resolution passed by Congress, to which reference has been had in the early part of this report, did not permit the exclusion of street cars or vehicles or pedestrians from the Avenue until 3 o'clock p. m., the moment set for the parade to start. While it is true that the Avenue should have been completely cleared before the hour named for the parade, your committee is clearly of the opinion that the police department did not have any authority to so do until the very hour named for the parade, and this was the construction which was given the resolution by the police department. Notwithstanding this lack of authority, orders were given to clear the Avenue of all travel at 2.30 p. m., but this did not give sufficient time to do the work effectively, and anyone who will consider for a moment can realize the great difficulty of clearing the Avenue of pedestrians while street cars were constantly entering the Avenue from both

ends, and others crossing at street intersections and unloading passengers by the thousands.

According to the best estimates obtainable, 35,000 or 40,000 people were unloaded on the Avenue from street cars alone between the hours of 12 and 2.30 o'clock in the afternoon.

This made the conditions with which the police had to contend very serious and should be taken into account before giving censure.

CONCLUSIONS AND RECOMMENDATIONS.

The line of march was not cleared and the parade was not protected as it should have been.

Authority should have been given by Congress under which the Avenue could have been cleared and kept cleared a reasonable time before the hour fixed for the formation and starting of the parade.

Some of the uniformed and more of the special police acted with apparent indifference and in this way encouraged the crowd to press in upon the parade. These made little attempt to control or check the crowd, and in some instances must have observed acts and conduct which should have called forth stern measures on their part, without doing anything to prevent the same. There is not sufficient proof upon which to single out any particular individual for reproof or condemnation.

While we feel that with more earnestness and with a more systematic effort on the part of some of the officers better protection could have been afforded the line of march, we at the same time think that the conditions were so unusual, extraordinary, and difficult, that the police force as a whole should not be condemned. The many officers who proved faithful ought not to be discredited by those who proved faithless to their duty.

There is no proof whatever that any negligence or indifference upon the part of members of the police department was warranted by any suggestion or act of the superintendent or those in higher authority; nor was any officer, whether uniformed or special, justified in believing that any dereliction upon his part would be either excused or overlooked by his superiors. On the contrary, all the officers who testified said, in substance, that they fully understood that all orders issued were to be obeyed literally and that anyone neglecting his duty was alone personally responsible therefor.

All reasonable precautions were taken in issuing proper orders and in detailing and assigning the police along the Avenue, considering the number available for duty.

The resolution of Congress should have been so drawn as to authorize the department to stop all traffic on the Avenue between the curb lines as early as, if not before, 12 o'clock noon.

When the superintendent of police found that the cars could not be stopped from running on the Avenue without action by Congress, he should have suggested to the commissioners the wisdom of having the necessary legislation and the commissioners should have made the request of Congress for the necessary authority.

Those who were interested in promoting the parade when they found that there was no authority to stop the cars should have brought this fact to the attention of their friends in Congress earlier, so that

the resolution could have had ample consideration and an earlier hour fixed for stopping traffic.

No conditions existed and none were threatened that warranted a request for United States troops, and the War Department went to the limit of its authority, if it did not exceed it, in detailing a troop of Cavalry from Fort Myer.

Legislation should be enacted by Congress giving the commissioners of the District full authority to stop all traffic and travel on any street along which a permit may be given for a parade, if it is deemed necessary to do so, in ample time to insure proper protection for such parade.

The testimony taken is submitted as a part of this report.