

TABLE OF CONTENTS

CHAPTER I

INTRODUCTION

	PAGE
I. <i>Period of Settlement and Decentralization</i>	11
Decentralization within the town	11
Decentralization of commonwealth administration	12
Effect upon the position of the town	13
II. <i>Period of the Elimination of Distance and Centralization</i>	14
Improvements in transportation and communication	14
Growth of cities and depopulation of the country	15
Economic reorganization necessitates political reorganization	16
Evil of legislative centralization and administrative decentralization now made manifest	17
Administrative centralization must precede municipal home rule	18

CHAPTER II

PUBLIC SCHOOLS

I. <i>Period of Decentralization</i>	19
1628-1647, no central regulation	19
1647-1789, central requirements and control	19
The development of the school district, 1700-1817	20
II. <i>Period of Centralization</i>	22
Increased interest in education	22
Legislation, 1815-1834	22
The establishment of the state board of education, 1837	23
Organization, powers and work of the board	23
Abolition of the district system	26
Skilled supervision	28
Consolidation of weaker schools	29
Increased legislative control	30
Independent position of the school committee	30
The school fund	32
Distribution of the school fund	33
Special aid to poor towns	34
Relation of the commonwealth to the public school	36

	PAGE
CHAPTER III	
PUBLIC POOR RELIEF	
I. <i>Period of Decentralisation</i>	40
Settlement laws prior to 1789	40
State paupers prior to 1789	41
Laws of 1789 and 1794	42
Rapid increase in the number of state paupers	43
Evils of unregulated local relief at the expense of the state	44
II. <i>Period of Centralisation</i>	44
1. The board of alien commissioners, 1851	44
2. State board of charities, establishment and organization	45
3. The care of the poor in state institutions	45
Establishment of state almshouses, 1854	45
Partial return to former system	46
Changes in the settlement law	47
State care of dependent children and of the insane poor	48
Advantages and disadvantages of centralized administration	49
4. Central administrative supervision of local poor relief	50
Reports of the overseers of the poor	50
Audit of town accounts	50
The placing of paupers in private families	51
The care of dependent children	51
Inspection of almshouses	51
Need for control over towns without almshouses	53
5. Relation of the commonwealth to public poor relief	53
CHAPTER IV	
PENAL INSTITUTIONS	
I. <i>Period of Decentralization</i>	55
Development of the county	55
Establishment of general prisons	56
General prisons become county prisons	56
II. <i>Period of Centralization</i>	57
1. Establishment of state prisons	57
2. Administrative control over county prisons	59
Requirement of reports	59
Former inspection by legislative committees	59
State board of commissioners of prisons	60
The general superintendent of prisons	61
Results of administrative control	62
3. Direct control and management of county prisons by the state	62
CHAPTER V	
PUBLIC HEALTH	
I. <i>Public Health</i>	64
1. Period of decentralization	64
1628-1797, quarantine and contagious diseases	64
1797-1850, development of local boards of health	65
2. Period of centralization	66
a. Sanitary commission, 1850	66

CONTENTS

vii

	PAGE
<i>b.</i> Appellate authority of county commissioners	67
<i>c.</i> State board of health established, 1869	67
<i>d.</i> Development of the powers of the state board	68
<i>e.</i> Present powers of the board	68
General powers	68
Clothing made in unhealthy workshops	69
Offensive trades	69
Food and drug inspection	69
Impure ice	69
Water supplies and sewerage	70
Infectious and contagious diseases	70
Reports of local boards	71
<i>f.</i> Increase in activity and authority of the local boards	73
<i>g.</i> Relation of the commonwealth to the care of the public health	73
II. <i>Vital Statistics</i>	74
Decentralization and centralization	74
III. <i>The State Board of Cattle Commissioners</i>	75
Establishment, 1860	75
Work, 1860-1897	76
Present organization and powers	77

CHAPTER VI

POLICE

I. <i>The State Police</i>	80
1. The enforcement of prohibition, 1865-75	80
Prohibitory law of 1852, and its failure in the large cities	80
The movement for a metropolitan police system	81
Establishment, organization and work of the state police	82
Repeal of the prohibitory law, 1875	84
2. The state detective force, 1875-79	86
Reorganization of the former force as the state detective force	86
Powers and work	86
Reorganization as the Massachusetts district police	87
3. The Massachusetts District Police	87
Organization and powers	88
Development of powers and duties	88
Inspection department, present organization and powers	88
Detective department, present organization and powers	90
The suppression of disorder in time of strikes	91
II. <i>The Investigation of Fires</i>	93
Reason for governmental interference	93
Inefficiency of local administration	93
The state fire marshal	94
III. <i>Enforcement of Law in the Rural Towns</i>	95
Prevalence of lawlessness in the declining towns	95
Movement for state interference	96
IV. <i>Metropolitan Police</i>	96
Establishment in Boston and Fall River	97
Organization and powers	97
A disorganizing factor in city government	98
Relation of the commonwealth to the municipal police	98

CHAPTER VII

PAGE

TAXATION

I. <i>History of the Apportionment of the General Property Tax</i>	100
Apportionment by the general court prior to 1645	100
No apportionment, 1645-68	101
General board of equalization, 1668-1692	101
Apportionment by the general court, 1692-1780	102
Constitutional provision of 1780	103
Apportionment by committees of the general court, 1780-1871	103
Shortening of the period between apportionments	104
Apportionment by the tax commissioner	104
Results of present method	105
II. <i>Disintegration of the General Property Tax</i>	106
1. History of the disintegration	106
State tax on the capital stock of banks, 1812	106
Taxation of manufacturing corporations, 1832	106
State tax on savings banks and insurance companies, 1862	106
General law for the taxation of Massachusetts corporations, 1864	106
Taxation of national banks, 1868	107
Taxation of mortgages, 1881	108
State collateral inheritance tax, 1891	108
2. Further disintegration probable	109
Taxation of intangible property and income	109
Recommendations of the tax commission of 1897	110
3. Separation of state from local taxation	110
Tendency has been toward a separation	110
Reasons for a separation	110

CHAPTER VIII

STREET RAILWAYS

1. The special incorporation acts of 1853	112
2. First general law regulating street railways, 1864	113
3. The special commission of 1865	113
4. Establishment of the railroad commission, 1869	114
Organization	114
Control in the interest of publicity	114
Power of recommendation	114
Control over fares	114
5. General incorporation law, 1874	115
6. Examination of books and accounts	115
7. Substitution of electric for horse power	116
8. Development of control, 1887-1897	116
Capitalization	116
Leases, sales, and consolidations	117
Accommodations and equipment	118
Grade crossings with railroads	118
The joint use of tracks	118
Railway inspectors	118
9. The street railway an inter-municipal institution	119
10. The special committee on street railways, 1898	120

CONTENTS

ix

	PAGE
11. Question of commonwealth or municipal control	121
12. The granting and the revocation of locations	121
13. Question of conditional grants	122
14. Question of revocable or term franchises	123
15. Question of taxation	124
16. Control over fares	125

CHAPTER IX

GAS AND ELECTRIC LIGHT WORKS

I. <i>The Development and Control of Gas and Electric Light Works</i> . . .	127
Incorporation of the Boston Gas Light Company, 1823	127
General incorporation law, 1855	127
Inspector of gas meters and illuminating gas, 1861	128
Control over gas companies prior to 1885	128
Establishment of the gas commission, 1885	128
Development of electric lighting, 1880-87	129
Control of the gas commission extended to electric light companies, 1887	129
Development of municipal ownership	129
II. <i>The Gas and Electric Light Commission</i>	131
Organization	131
Control in the interest of publicity	131
Control over the granting of franchises	132
Consolidation of gas with electric light companies	133
Control over capitalization	134
Compulsory service	135
Control over the price and quality of the light	135
Enforcement of the law	136
Question of municipal or state control	136

CHAPTER X

THE CIVIL SERVICE COMMISSION

Development of the merit system	138
The civil service commission, establishment and organization	140
Authority of the commission	140
Methods adopted	141
Extension of the classified service	142
Relation of the state board to the municipalities	145

CHAPTER XI

CENTRAL AUDIT, LOCAL RECORDS, STATE HIGHWAYS, AND THE METROPOLITAN DISTRICT

I. <i>The Audit of County Accounts</i>	148
County not a vigorous institution in Massachusetts	148
Investigations of county accounts	148
Savings' bank commissioners given supervision	149
Office of controller of county accounts created, 1887	149
Beneficial results of his work	150

	PAGE
II. <i>The Commissioner of Public Records</i>	151
Report of the special commission of 1885	151
Commission continued	152
Office of commissioner of public records created	152
Results of the work of the commissioner	152
Proposed establishment of a central record office	152
III. <i>The Highway Commission</i>	152
Turnpike construction previous to the development of railroads	152
Influence of wheelmen for better roads	153
Creation of the state highway commission, 1893	153
Organization, duties and powers	153
System of highways planned and work accomplished	154
IV. <i>The Metropolitan District</i>	155
Period of division	155
Movement toward consolidation	155
Early attempts to provide a common system of water supply and sewerage	156
The metropolitan sewerage commission, 1889	156
The metropolitan park commission, 1893	156
The metropolitan water board	157
State commissions a temporary expedient	157
Recommendations of the special commission of 1896	158
Need for consolidation of many of the municipalities	159

CHAPTER XII

THEORY OF THE RELATION OF COMMONWEALTH TO MUNICIPAL ACTIVITY

Each has a distinct individuality	160
Need for a general grant of power to the municipality	161
Distribution of functions	163
The municipality as the agent of the state	164
Aid and regulation of the municipality, as such	165