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JANUARY 29, 1910

THE
SURVEY
SOCIAL CHARITABLE CIVIC

THE TUBERCULOSIS CAM-
PAIGN OF 1909

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THE SURVEY

Edward T. Devine, Editor Graham Taylor, Associate Editor

A Journal of Constructive Philanthropy

PUBLISHED BY

THE CHARITY ORGANIZATION SOCIETY OF THE CITY OF NEW YORK

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SOCIAL FORCES

BY THE EDITOR

ON BENEFITS

If there are moments when the very elect grow tired of the precepts of organized charity and feel an unholy, irresistible desire to give somebody an indiscriminate alms, when the program of constructive social work fails to fire the imagination, and even *THE SURVEY* becomes a weariness to the flesh, as a Chicago newspaper for which we have great respect suggests may happen, it may facilitate the restoration of mental equilibrium to revert to some of the simpler aspects of our elementary human relations, such as engaged the attention of the ancient and medieval philosophers. They had the rare privilege of thinking and writing about these matters before they became so complicated that no one except those same old philosophers with the ample leisure at their command could have unravelled them. If that seem paradoxical, it but serves as its own illustration. Who again can ever write of Justice as Plato wrote, or who again can ever feel of Poverty as St. Francis felt? Modern statesmen can do more than their Greek ancestors to secure justice, and the modern society of St. Vincent de Paul can show a more rational attitude towards poverty than that of betrothal, and one equally religious, but there is no modern equivalent in full for the fresh delight and the feeling of reality which the masters may have had in discoursing on such themes when they were unhackneyed, and the wrangling of the ages yet unforeseen.

Thus Seneca, Roman philosopher, pleader of causes, court adviser of Nero, and contemporary of St. Paul, could take up the subject of benefits, and sprinkle throughout his volume a larger number of the sound precepts of organized charity than are to be found in any modern annual report or text book. And the amusing part of it is that the old Stoic has apparently no suspicion that he is initiating a propaganda or advocating a great reform. Yet the truth is that reforms are promoted and sometimes initiated by just such detached and academic speculation as is found in these pages. The teacher may show wisdom in refusing to consider whether there are immediate, discernible fruits of his teaching if he has reasonable assurance that a few of his students really understand it. Seneca himself was no mere closet philosopher, but a very active and persistent worker in the cause of humanity.

Fragmentary sayings do not convey the general argument of a book, but they may illustrate the indebtedness of the modern world to the philosopher, and may give us an opportunity to cast familiar and important principles into unconventional language.

We must not consider how great presents are, but in what spirit they are given. This Seneca illustrates by imagining a youth apostrophizing Fortune in these words:
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"Fortune, it is in vain that you have made me poor; in spite of this I will find a worthy present for this man. Since I can give him nothing of yours, I will give him something of my own."

I am no advocate of slackness in giving benefits; the more and the greater they are the more praise they will bring to the giver. Yet let them be given with discretion; for what is given carelessly and recklessly can please no one. Whoever, therefore, supposes that I wish to restrict benevolence and to confine it to narrower limits, entirely mistakes the object of my warning. What virtue do we admire more than benevolence? Which do we encourage more? Who ought to applaud it more than we Stoics, who preach the brotherhood of the human race? . . . That is not a benefit, to which the best part of a benefit, that it be bestowed with judgment, is wanting.

Let us consider, most excellent Liberalis, in what way a benefit should be bestowed. I think that I can point out the shortest way to this; let us give in the way in which we ourselves should like to receive.

As in dealing with sick persons much depends upon when food is given, and plain water given at the right moment sometimes acts as a remedy, so a benefit, however slight and commonplace it may be, if it be promptly given without losing a moment of time, gains enormously in importance and wins our gratitude more than a far more valuable present given after long waiting and deliberation.

There are some things which injure those who receive them, things which it is not a benefit to give but to withhold; we should therefore consider the usefulness of our gift rather than the wish of the petitioner to receive it. . . . As we refuse cold water to the sick [The principle holds good even though the illustration loses its force], or swords to the grief-stricken or remorseful, and take from the insane whatever they might in their delirium use to their own destruction, so must we persist in refusing to give anything whatever that is hurtful, although our friends earnestly and humbly, nay, sometimes even most piteously, beg for it. . . . It is a cruel kindness to allow one's self to be won over into granting that which injures those who beg for it. . . . If possible, I will restrain men from crime; if not, at least I will never assist them in it. . . . What can be more shameful than that there should be no difference between a benefit and an injury?

Nothing is by itself a becoming gift for any one: all depends upon who gives it, to whom he gives it, when, for what reason, where, and so forth, without which details it is impossible to argue about it.

Seneca, it appears, has rather strong views on the subject of tainted money. He asks what a captive should do if a man of abominable vices offers him the price of his ransom. At a time when even a philosopher might find himself a slave this was a very natural way to frame the question. This is his frank answer:

I will tell you my opinion. I would accept money, even from such a person, if it were to save my life; yet I would only accept it as a loan, not as a benefit. I would repay him the money, and if I were ever able to preserve him from danger I would do so. As for friendship, which can only exist between equals, I would not condescend to be such a man's friend; nor would I regard him as my preserver, but merely as a money-lender, to whom I am only bound to repay what I borrowed from him.

No one is moved by righteousness and goodness of heart to cultivate an estate, or to do any act in which the reward is something apart from the act itself; but he is moved to bestow benefits, not by low and grasping motives, but by a kind and generous mind, which even after it has given is willing to give again, to renew its former bounties by fresh ones, which thinks only of how much good it can do the man to whom it gives; whereas to do any one a service because it is our interest to do so is a mean action, which deserves no praise, no credit.

January 29, 1910.

THE COMMON WELFARE

THE SURVEY THIS WEEK

"Millions" is the only word that tells the magnitude of the 1909 campaign against tuberculosis. The National Association for the Study and Prevention of Tuberculosis has canvassed every available source of information in cities of 30,000 and over, asking physicians, secretaries of associations, health officers, etc., to contribute facts and figures regarding the year's work. As an index of the extent of the campaign, take a part of the program of the associations for the prevention of the disease. 330 organizations reported 6,000 public meetings with an aggregate attendance of 3,521,185, or an average attendance of 583. According to the reports turned in, 8,399,629 books and pamphlets were distributed, 16,998 patients were aided and \$975,889.56 was expended.

Mr. Jacobs thinks that although the review of the year's work shows much accomplished, signs indicate that 1910 will demand twice as much in the way of campaign funds, and that twice as many patients will need treatment.

The Pittsburgh *Gazette-Times*, responding to a strong feeling of local pride and to other influences, has been endeavoring to give the Pittsburgh Survey a black eye. It has stated, for instance, that the Survey deliberately sought to convey the impression that all workmen in the steel trade are compelled to work on Sunday. That, of course, was not our statement, as all our readers know. We showed that about one man out of five works on Sunday. That is unnecessary. It may be necessary to run a blast furnace seven days a week, but every man on the force can and ought to have one day off. We venture to suggest that the editors and reporters of the *Gazette-Times* have one free day a week—perhaps not Sunday, but one free day a week each—although that newspaper publishes an issue seven

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mornings in the week. The *Gazette-Times* may believe it is doing Pittsburgh good service in attacking the Survey in this way, but what it is really doing is helping perpetuate the very conditions which the Survey found most vulnerable.

The mining bills pending in the Illinois Legislature mark a new epoch in that industry in this country, Professor Taylor holds. There is now little enforced protection for the miners, who are engaged in an extra-hazardous occupation, or for the mine companies, who are exposed to bitter competition. The bills aim to protect life and property by various provisions; to create Miners and Mechanics' Institutes for the better training of the men, including university extension features; and to organize fire-fighting and rescue stations which will rush to the rescue in mine disasters as the life-saving stations do in wrecks at sea.

Mrs. Kelley points out that the English trades boards act which went into effect the first day of this month, applies to just such unorganized trades as shirt-waist making where there is little chance of the manufacturers and their employes coming to a satisfactory agreement without the intervention of some such outside body as the act creates. The trades boards represent both sides to a controversy, and the public, too. They fix a minimum wage, which becomes obligatory after six months, with fines for failure to pay it. Exemption permits may be granted to infirm workers. The National Consumers' League has endorsed the movement for a minimum wage and appointed a special committee to consider it in the United States.

NATIONAL CONFERENCE ON UNIFORM LEGISLATION

There assembled in Washington on January 17, 18 and 19, at the invitation of the National Civic Federation, representatives of the American Bankers' As-

sociation, American Bar Association, Association of Life Insurance Presidents, Public Accountants, Conservation Committees, Child Labor Committees, Forestry Associations, American Civic Association, Chambers of Commerce, Municipal Leagues, many business corporations, and a goodly number of the commissioners on uniform laws from the several state commissions, to discuss the need for greater uniformity in state laws. Seth Low called the conference to order and Judge Alton B. Parker served as permanent chairman. President Taft gave one of the opening addresses and emphasized the desirability of greater uniformity of legislation, especially on divorce and other topics with which the federal government is powerless to deal, and as a remedy to counteract the undue pressure now put on Congress and the courts either to extend federal powers or usurp what is intended to be state authority.

Senator Root in a very able address gave a further exposition of his well known and at first misinterpreted views on the legislative functions and responsibilities of the states, and definitely proposed an annual national conference of state representatives with authority to enter into agreements, subject to the approval of Congress, to be carried into effect by subsequent legislation in the same manner as has been successfully done by the nations of Europe through international conferences on the regulation of the rules of war, commerce and to some extent labor legislation.

Another suggestion in harmony with that of Senator Root, looking to new ways of securing greater uniformity in the laws enacted by state legislatures, was made by Prof. Samuel McCune Lindsay, who proposed that organizations interested in securing legislation, especially on industrial and labor questions where competitive business interests find reasons for strenuous opposition, should first make scientific investigation of the industrial areas affected by the proposed legislation and then present to the Legislature of each state whose boundaries fall within that area bills to be en-

acted contingent upon similar legislation in the other states falling within the area, and not to take effect until such similar legislation has been obtained.

President Sterrett of the Public Accountants' Association urged the feasibility of controlling corporations along the lines of existing English law by having better and more uniform legislation relating to the organization of corporations and the promotion of corporative enterprises.

Gifford Pinchot received the greatest ovation of anyone who spoke at the conference, and won additional friends for the cause of conservation by subordinating his personal controversy and urging united action on the president's recommendation for legislation at this session of Congress.

Resolutions were adopted on many subjects, including one for a high standard of uniform legislation on child labor, concerning which an able summary of existing legislation and a clear analysis of a proposed high standard uniform law had been presented to the conference by Isaac N. Seligman.

The conference received additional public notice through the meeting in Washington at the same time of the House of Governors with thirty-one state executives in attendance. The keynote of this conference was expressed in the words, "Where United States action has failed and must fail; united states action can succeed." This conference of governors resulted in a permanent organization which will meet again in December and hereafter at various state capitals, with a permanent secretary and a definite program.

A very successful meeting of the American Forestry Association was held also in Washington during the sessions of the Civic Federation Conference, and many privately arranged conferences, such as those between the members of the National Child Labor Committee and the Committee on Child Labor of the Commissioners on Uniform Laws, resulted in much profitable discussion and will produce important results.

The meeting of the Civic Federation would have had an enhanced value if a

definite program had been arranged in advance so that informal discussion by representatives of the various interests could have been focused on the more important questions considered.

BOSTON LOSES AN OPPORTUNITY

Boston has had her first election under her new form of government. Certain good government elements in the city had, with not a little disinterested help from other parts of the state, pushed a new charter through the Legislature and laid the politicians to one side by adopting "plan two" at the state election. Then the people of the city turned around and elected Fitzgerald mayor—the man the proved excesses of whose former administration had led up to the change in charter.

There were several causes for this. The citizens' organizations selected a nominee who was associated in the popular mind with the Back Bay and the financial world. Fitzgerald seemed to the people more attractive, although repeated and convincing charges that he was the catspaw of the public service corporations were coupled with the public evidences of graft and waste in the departments under his previous administration. He was full of promises of jobs, easy jobs at good pay. The laboring people of Boston have not learned that they pay the taxes on their homes, and that Fitzgerald's generosity reacts on them perhaps more than on any one else.

There was also the racial element, which Fitzgerald has lost no opportunity to keep warmed up. Among the Irish in Boston are the best citizens, men who in civic affairs stand for the best interests of their city. But they are yet in the minority and their appeal is not so strong as Fitzgerald's insinuating tactics.

Then there was Mayor Hibbard, who mistook the enthusiasm over Fitzgerald's defeat two years ago as in praise of himself. By entering the present contest Hibbard confused the issue, defeated Storrow, and, to quote the *Boston Transcript*: "retires from public office with the smallest measure of respect of

any man who ever filled the mayor's chair in this city."

Without Hibbard in the way it seems conclusive that Storrow would have been elected. He would have made a good mayor. Whatever the outs about him may be, he is a man of unusual ability and he could have had no excuse for treating Boston as Fitzgerald did during his former term of office.

What Fitzgerald is going to do this time is a matter of much speculation. The situation is very different from what it was four years ago. The State Civil Service Commission has to approve his appointments of heads of departments. His election gives the Finance Commission its real chance. It may give publicity to all municipal affairs and it is inclined to do so. And the Council of Nine members, if they are true to their constituency, will support the city against any attempt of Fitzgerald to repeat the tactics of his former administration. There are indications, too, that the people are not going to participate so much in civic slumber as in the past.

On the whole the next four years in Boston promise to be years of interest and, in all probability, of advance, in spite of conditions that are not as they should be.

DUTY OF THE STATE TOWARDS THE WORKMAN

The *Albany Evening Journal* recently had a most illuminating editorial on the investigation for THE SURVEY of the construction camps along the New York state barge canal. The substance of its wise comment is that the intolerable living conditions found among the immigrant employes are not up to the state in any way. The "general impression" was, the *Journal* says, "that the state from time to time invited bids for the construction of the canal, and that contracts were awarded in competition to private corporations, the officers and employes of which are subject to all state laws and local regulations pertaining to labor, health, exercise and other matters."

We wonder just what the action of the state government would be if it found

that the contractors were doing a poor job; or if it were discovered that the millions the state is investing were not being properly safeguarded. Perhaps then some of the "private corporations" would be called to account.

And then again it is within the bounds of imagination to think that the beneficent state should require decent living conditions as provisions in those contracts. New York city has found such a course advisable.

The point that the "employees of the contractors are subject to all state laws and local regulations pertaining to labor, health, excise and other matters" is well taken, indeed. Probably it is the "general impression" that the contractors are subject to state and local laws, but a general impression is just about as far as it goes. A little specific doled out by the State Board of Health that had ample power to change the sanitary conditions in the camps and does not use that power; or by a State Labor Department that allows (contrary to law) an employe to be paid in "store money," or by state authorities who do not enforce the compulsory education law, might do more good than "general impressions," which are usually cheap.

The broad, social viewpoint of this Albany journal is typified by these closing editorial sentences: "Economic conditions, of course, govern the employment of labor by contractors engaged in public work, and the same conditions found along the canal may be found also along the railroads, when new work is in progress. It may be found that the habits of living among the laborers employed by canal contractors make it easy to herd workmen in a manner which is not followed in other fields of enterprise, but to hold the state government responsible for the conditions described seems to be unjustifiable."

INSURANCE AND TUBERCULOSIS

Approval has been granted by Superintendent Hotchkiss of the New York State Insurance Department to the application of the Metropolitan Life Insurance Company to purchase land for

the purpose of erecting a sanatorium for the treatment of tuberculosis among its employes. The company's original application was denied by Mr. Hotchkiss on the ground that such use of company funds would be contrary to the insurance law, which prohibits insurance companies from purchasing real estate, except that necessary for the transaction of its business. The Appellate Division of the Supreme Court has decided that the matter was within the discretion of the superintendent of insurance, who has accordingly granted the application.

The decision of the court referring the question of the application back to the superintendent of insurance marks real progress in social legislation and in the recognition of the duties an employer owes to his employe. In brief, the decision distinctly recognizes the principle that any business corporation may increase its revenues and efficiency by treating its employes in a humane manner.

Justice Kellogg, who writes the unanimous decision, says in this connection:

The duties of the employer to the employe have been enlarged in recent years, and are not merely that of the purchaser of the employe's time and service for money. The enlightened spirit of the age, based upon the experience of the past, has thrown upon the employer other duties, which involve a proper regard for the comfort, health, safety and well-being of the employe. A corporation may not only pay to its employe the actual wage agreed upon, but may extend to him the same humane and rational treatment which individuals practice under like circumstances. It must do this in order to get competent and effective service. These acts are not to be defended upon the ground of gratuity or charity, but they enter into the relation of the employer and employe, become as it were a part of the inducement for the employe to enter the employment and serve faithfully for the wage agreed upon, and become a part of the terms of employment. The considerate employer who treats his employes well is thus able to secure better service, and upon more satisfactory terms, than the unwilling, illiberal employer. A corporation with 13,280 employes is called upon to exercise great care in selecting and managing them so as to receive the best service. The employment, training, disciplining and managing such a force, and obtaining from it the best results, is an important part of the relator's business. It is well within the corporate power to assume, as it has done, the care and treatment of such of its employes as are

afflicted with tuberculosis. If we assume that the company has the legal right to care for and assume the treatment of its employes so afflicted, it must follow that it has the right to do this in the most economical and most effective manner. I think the company has the right to care for and treat its employes so afflicted, and may do this in the manner which promises the best result to the patient and consequently to the company itself. The power of the company to rent premises for such treatment and care is, I think, beyond question, and if so, it is for the reason that the premises are so used for the convenient accommodation of the company in the transaction of its business. The same reasoning permits the purchase of real estate upon which the company may maintain a hospital for that purpose.

The Metropolitan plans to erect a sanatorium accommodating about 100 to 150 patients. An option on a 250 acre site has been secured, and work will be pushed as soon as possible.

THE CHURCHES APPEAL IN BEHALF OF LABOR

The Commission on The Church and Social Service of the Federal Council of the Churches of Christ in America has made an appeal in behalf of labor to the congregations the country over. Taking the results of the Pittsburgh Survey as an example of the state of things in other industrial centers—"true to a greater or less extent, often to the same extent"—it applies the conditions there found to those who "are engaged in domestic and personal service, trade and transportation, manufacturing and general pursuits" and comes to these conclusions:

It is the right of every man to have one day out of the seven for rest and recreation of body, soul and mind, and that it is the obligation of every Christian employer so to arrange his business that each of the employes may have one day holiday in seven, without diminution of wages. The normal holiday is the Christian Sabbath, the Lord's Day, but where the conditions of industry or service require continuance of work seven days and the consequent employment of some part of the employes on the Lord's Day, then those so employed are entitled to receive a holiday on some other day in the week and furthermore that it is the obligation of every Christian employer so to arrange his scale of wages that the living wage of his employes is calculated, not on a seven day, but on a six day basis.

It is the obligation of every Christian employer, a part of the essential Christian teaching of the brotherhood of man, to pay every employe a living wage, that is, a wage on which not only the worker but the average family can live under proper sanitary conditions and with reasonable comfort. Normally the great bulk of the industrial work of our country should be done by the heads of families, and wages should be adjusted not to the cost of living of the unmarried boarder but to the family life in the home. The living wage differs from time to time and from place to place. The obligation remains unvaried, and no industry can be counted as properly conducted from the standpoint of Christian ethics which is not so conducted that all employes employed therein receive a living wage.

It is manifest that that industry which, employing its laborers six days in the week, compels them to work twelve hours out of the twenty-four, does not give to those employes a proper opportunity for sane and healthy living. Family life, intelligent social intercourse with one's fellows, are impossible under such conditions, and the laborer not only is not encouraged to develop upward, but, by the conditions of his labor, is held in an inferior and degraded condition, with no chance of development. Such a condition is, we believe, contrary to the dictates of the religion of Christ and a menace to the well-being of the state. It is an obligation resting upon Christian employers so to organize their industry that the employe may have reasonable hours of labor. . . . This commission recommends to the official bodies of Christian churches, in order to standardize, as it were, the simplest Christian obligations in the industrial field, to adopt resolutions calling upon employers of labor within those churches to conform, in their industrial operations to these three simple rules:

One day's rest in each seven.

Reasonable hours of labor.

A living wage based on these reasonable hours of labor.

ILLINOIS NEW CHARITY BOARDS

On January 1 the Illinois state institution's act was put into full operation. It was enacted at the last session of the Legislature and became partly effective on July 1. It was fully described in THE SURVEY for July 31 and the appointments to the Board of Administration were announced and comments made upon them in the issue for September 4. While the board has been legally constituted since its members were appointed and has been acquainting itself with its

duties, the control of the seventeen institutions for which it is responsible has passed into the hands of its members, Lawrence Y. Sherman, president; B. R. Burrughs, secretary; Frank D. Whipp, fiscal supervisor; Dr. J. L. Green, alienist, and Thomas O'Connor. This board supersedes the boards of trustees of the seventeen institutions comprising a total of fifty-five members. Dr. Frederick H. Wines, secretary of the State Board of Charities for the last twenty-four years of the past century and widely known for his writings and his long connection with the National Conference of Charities and Correction, was appointed statistician.

The Charities Commission which succeeds to the advisory and supervisory functions exercised for forty years by the State Board of Charities, was appointed by the governor. It entered upon duties of visiting, inspecting, criticizing and recommending on January 1. It consists of Dr. Frank Billings, president; Rev. Dr. Emil G. Hirsch, and John T. McAnally, M.D., who were members of the former state board, and John M. Rapp and John D. Harris, who were appointed to represent the minority party. The state loses the invaluable official services of Julia C. Lathrop and Clara T. Bourland, who served as members of the former board with conspicuous ability during successive state administrations. It is a sorry comment upon the bipartisan features of the new law that the eligibility of women was left less certain than that of men in a state where women's expert efficiency in this and many other public positions has received national and international recognition. There is scarcely a public institution in Illinois or in one of its 102 counties, for instance, that has not benefited by the inspection and suggestion of Miss Lathrop who, during a long period of volunteer service, has also done much to shape the legislation creating and regulating these institutions. Their superintendents and all employed in caring for their wards have had no wiser, more sympathetic or better informed counsellor than she. She has acquired an insight and vantage point which

will enable her to continue her public service in a private capacity with a freedom and to an extent which may prove to have been limited by official reappointment, which she declined in advance.

While the Board of Administration divides the sole supervisory function formerly exercised by the State Board of Charities, yet the Charities Commission is invested with very comprehensive and authoritative inquisitorial capacity. It may independently investigate any or all phases of the equipment, management or policy of any state charitable institution under the control or supervision of the Board of Administration. Its function is extended to meeting annually with the superintendents and managing officers of state institutions to consider questions relating to their wards. Under the new law fifty positions pass under the civil service with a pay roll of \$52,000, including chief clerks, stenographers, the entire office staffs of the Board of Administration of the Charities Commission, and of the departments for the visitation of placed-out children, which is also taken under the control and inspection of these bodies. These institutions include 2,200 employes and 15,000 inmates. Their superintendents were reelected by the first act of the new board.

CIVIL SERVICE LAW TESTED AND APPROVED

The most important position to be filled under the civil service law was that of executive secretary to the Charities Commission. The Board of Examiners consisted of Alexander Johnson, secretary of the National Conference of Charities and Correction; Amos W. Butler, secretary of the Indiana State Board; Sherman C. Kingsley, superintendent of the United Charities of Chicago; Graham Taylor, president of the Chicago School of Civics and Philanthropy, and William B. Moulton, president of the State Civil Service Commission. Instructions were issued to the examiners to certify no one as eligible whom they would not be willing to see appointed at once to the position. The applicants numbered sixty-five. At the first test, which was to report their inspection of

the Cook county institutions at Dunning, made by all of them at one time, all but twenty-eight abandoned further pursuit of the appointment. Written statements of educational equipment and experience and an essay on the applicant's conception of the office and its requirements were exacted. An oral examination on personal qualifications eliminated all applicants but one, William C. Graves, who for eight years had been secretary of the State Board of Charities.

Mr. Graves's essay is a valuable contribution to the literature of public charities in Illinois, creditable to his ability, industry, experience and achievement. Although the Charities Commission might have withheld appointment until three eligible persons had been certified, it is to their credit that they promptly appointed Mr. Graves. One of the examiners who applied equivalent tests of efficiency to the memory he had of the qualifications and achievements of all the secretaries of state boards whom he had personally known, declared that Mr. Graves ranks among the very few in the first class.

Thus again has Illinois demonstrated that the civil service law impartially and practically administered is capable of meeting the requirements of the most exacting official position. The first instruction to Secretary Graves was to furnish the Charities Commission with a plan to provide for the continuous oversight, not only of the state institutions but also of the poorhouses, jails and other public institutions and agencies of the state and its counties.

RECLASSIFYING CHICAGO PUBLIC LIBRARY STAFF

The procedure in the examination for a secretary of the Charities Commission was suggested by the success of the Chicago City Civil Service Commission in securing a competent librarian for the Public Library under civil service competition. This has been followed by the complete reclassification of the library service. The positions, graded by duties, include "senior assistants" to department heads, who are accountable for the work

of others or are required to exercise independent judgment in the execution of specialized expert service; and "junior assistants," whose duties do not involve initiative responsibilities, but require special training, skill and individual responsibility. Advancement within grades is automatic annually on the basis of seniority and efficiency. Promotion from one grade to another is by examinations, which are open to others not in the service in case three from the lower grade are not certified. The staff included in the scheme of re-classification numbers 176, including department heads with salaries aggregating \$129,510. The property caretakers fall under the classifications of similar service in the other municipal departments. There are fifty-eight whose salaries amount to \$53,650. Over \$50,000 is expended annually to heat and clean the central library building.

Among the new positions created to head the work recently developed are an editor of publications, supervisors of library work with schools, of home education connected with the traveling libraries at social centers, shops and elsewhere, and a director of a library training class which opens on February 1. This class is designed to increase the efficiency of the present staff and of applicants for all branches of the service, especially branch librarians and children's librarians, many of whom are demanded by the rapid extension of the library service. As public librarian Mr. Legler has begun to do for Chicago what he did for Wisconsin through the State Free Library Commission.

LIFE SAVING LAWS FROM MINERS' LOST LIVES

The brave men who lost their lives in the disastrous fire at the St. Paul Coal Company's mine in Cherry, Ill., will not have died in vain if the badly divided Legislature of that state can be united to enact several effective measures which have been introduced at the special session now in progress. The State Mining Investigation Commission, appointed only a few weeks before the accident to

investigate mining conditions and revise the laws for the better protection of life and property and the conservation of the coal deposits, was almost immediately confronted with this disaster. In accordance with the specification of the governor's call for the special session, the commission has introduced a bill requiring fire-fighting equipment and other means for the prevention and control of fires in coal mines.

The provisions of this bill were carefully formulated after investigation in the mines, experiment with fire-fighting appliances and much expert study of mining legislation and operations in other states and countries, and every effort was made to adapt laws and practices to the varying conditions under which mining is done in Illinois. The provisions include strictly specified water supply and distribution; removal of stables from the mines, or fire-proof construction with automatic sprinkling devices; the prohibition of open lights in stables; chemical fire extinguishers, hand-pump buckets and barrels of water in all entries and passageways; testing of these appliances and a fire drill every fortnight; regulation of the amount, conveyance and storage of fodder and bedding; installation of telephones and gong signals throughout every mine; instruction of all employes in giving instant warning of danger, and adequate penalties for the wilful neglect, refusal or failure to obey the requirements of the act upon the part of managers, all classes of mine workers and mine inspectors.

In addition to this bill, the commission has introduced another act to establish three fire-fighting and rescue stations to serve the northern, central and southern coal fields of the state. Training in the use of special fire-fighting and rescue equipment will be given groups of miners gathered at these stations.

PUBLIC POSITION FOR JAMES F. JACKSON

The new mayor of Cleveland has secured expert service in the Department of Charities and Corrections by appointing as its general superintendent James



JAMES F. JACKSON.

F. Jackson, who has been superintendent of the Cleveland Associated Charities for five years.

Mr. Jackson was born and bred in Minnesota and was graduated from Carleton College in 1883. He has been a trustee of the college for thirteen years and has served on many boards connected with civic and church affairs. None of these, however, he holds, gave him the variety of experience and interest which came from being for fifteen years a director of the First National Bank of his home town.

In 1892 he became first secretary of the St. Paul Associated Charities—and its only employe. In 1898 he was made secretary of the Minnesota State Board of Corrections and Charities. This board was abolished by the passage of the Board of Control law in 1901, and he became assistant secretary of the New York Charity Organization Society. Afterward, for two years, he was general manager of the Associated Charities of

Minneapolis, and five years ago he accepted a similar position in Cleveland.

The department of which he has become general superintendent has charge of all public correctional and charitable institutions. These include the Cleveland Hospital, the Cleveland Boys' Farm, the Outdoor Relief Department and the Cooley Farms including the Colony (infirmary) Farm, the Correction Farm and the Overlook Farm upon which it is expected that a large sanatorium will be erected; and the workhouse, which will be transferred to the Correction Farm within a year. All of these institutions are in the general charge of the director of safety whose duties also include the police, fire and building departments and the city cemeteries. Mr. Jackson is general superintendent under him.

Mr. Jackson's work in private charities, especially in Cleveland, has been of a nature to promise a most efficient administration of his public position. He is well known in the National Conference of Charities and Correction and other national bodies.

Eugene C. Foster, who has been Mr. Jackson's assistant in the Associated Charities for a year and a half, is acting superintendent. He was in charge last summer while Mr. Jackson was abroad and is thoroughly familiar with the work of the Associated Charities.

SETTLEMENT HOUSE CLOSED IN NEW YORK

The West Side Neighborhood House on West Fiftieth street, New York, which was built some ten years ago by John D. Rockefeller, has been discontinued. A committee which for the past few months has been attempting to form a new organization to continue the social and educational work of the settlement, found unexpected difficulty in securing a suitable staff of workers and a board of managers willing to assume the very considerable obligation involved in carrying forward the work.

The kindergarten formerly conducted at the house has been replaced by a public school kindergarten in Public School 84, only a few doors east of the settlement on Fiftieth street. The baths con-

ducted in the basement of the house have been made unnecessary by the public baths now maintained in Fifty-third street. Hartley House is only a short distance away in Forty-sixth street, and furnishes settlement facilities, and the new branch of the Public Library, immediately across Tenth avenue, supplies far better than the small circulating library once conducted in the settlement house the demands for books and magazines. The social, educational, and recreational needs of the community are undoubtedly quite as great as when the settlement was erected ten years ago, but there are more agencies for supplying them.

"PITTSBURGH: A CITY TO BE PROUD OF"

The Pittsburgh *Gazette-Times* has been publishing a series of full page Sunday articles on Pittsburgh, A City to Be Proud Of, covering such subjects as industrial accidents, protective machinery, emergency hospital service, hours of labor, housing, etc. Ever since the tariff rebate of last winter, when Senator Newlands gave Senator Oliver (whose family owns the *Gazette-Times*) a bad hour on the subject of conditions in the steel industry, the *Gazette-Times* has endeavored to discredit the Pittsburgh Survey. Last week it referred to it irritably as "a band of sycophantic snoopers."

Local pride is one of Pittsburgh's chief public assets, and there are hundreds of local things to be proud of; that it is no scape-goat city the Survey endeavored to make altogether clear; and the six volumes in which its findings are being finally embodied will afford a much more adequate basis for judgment and understanding. But the effort to exploit this municipal patriotism—befog the issues raised by the Survey—and throw dust in the eyes of the public is not one which is likely to succeed. Its limitations are illustrated in the full-page article in the *Gazette-Times* for January 16.

This article stated that the Survey deliberately sought to convey the impression that practically all persons engaged in the steel industry are compelled

to work on Sunday. The situation is serious enough as it is, without making any such charges as that. What the Survey did estimate was that in 1907 an average of 14,000 out of the 70,000 or 80,000 iron and steel workers in Allegheny county were at work on seven days in the week. The *Gazette-Times* itself states that 4,000 out of 40,000 men employed by the United States Steel Corporation work Sunday—that is, one man out of ten. Our estimate for the county, of men working on seven days in the week (covering not only the Steel Corporation, but such independent companies as Jones & Laughlin, who are equally bad offenders) was one man out of five; and we have the figures to back it up.

The real crux of the matter the *Gazette-Times* article kept gingerly clear of. The Survey did not attempt to show that the processes where these men are employed are not necessarily continuous. In many cases they are necessarily so. But because you have to operate a blast furnace seven days a week is no reason at all why you have to work a blast furnace man seven days a week. It doesn't prevent you from giving every man on the crew one full day off in each week, whatever day it may be that falls to his lot.

There is truth also in the statement that many workmen want to work seven days a week in order to get the money, but that fact is not a sufficient answer to the question raised. There can not be normal life or development with a seven-day week, and other countries have recognized this fact and forbidden it. Canada, Italy, France and many lesser states and provinces of Europe require by law that where technical peculiarities of a process of manufacture demand continuous operation each employe must have a full day of rest at some time in the week, and this is usually allowed to the employes by rotation. There is no law in this country of this sort, but public opinion is pretty clearly in favor of one day of rest in seven.

It is to be borne in mind also that the facts the Survey found as to the extent of the seven-day week are not so serious as the extent of the twelve-hour day. This prevails in the steel industry

for practically all men engaged in the actual processes of manufacture. The *Gazette-Times* writer creates an impression of stoutly marshalling figures to disprove our statements of the twelve-hour day and Sunday work in the steel mills, by citing other Pittsburgh industries where a shorter work day prevails. This is like arguing that eggs are not fifty cents a dozen because you can get potatoes at a penny apiece.

Moreover, he attempts to create the impression that the Survey did not mention these industries. As a matter of fact Professor Commons's leading article specifically named some ten different Pittsburgh industries employing an aggregate of over 60,000 men whose hours of labor were less than those of steel working, the majority having an eight or ten hour day in 1907-08. These were the building trades, street railway, retail stores, bakeries, printing offices, machine shops, foundries, boiler shops, breweries and mines.

The Survey published these facts as to the prevalence of the twelve-hour day and the extent of the seven-day week in the steel industry, to call attention, unequivocally, to the overstrain which these long shifts involve in their combination with the other conditions usually found in the metal industries, such as heat and speed. Every man in the steel mills knows that there is this overstrain, and that it costs too much of a man's strength. Hundreds of practical men in the industry feel this way about it. The mills are full of foremen and superintendents who recognize the evils of the twelve-hour day and are extremely dissatisfied with it. Many officials of the steel companies regret the situation and we are confident that public sentiment generally in Pittsburgh is with them.

In so far as the *Gazette-Times* or any other agency puts before the public the work of progressive manufacturers in inventing and installing safety devices, and establishing emergency hospital service and the like, the Survey is with them heart and soul. Certain Pittsburgh firms such as the American Steel and Wire Company, the Carnegie Company, the National Tube Company, and the Westinghouse Company are showing as great ingenuity along these lines as

the canniest Pittsburgh inventor ever did in straight mechanics. The public has a great opportunity in seeing to it that these precautions are by law or public opinion made general, and that they are kept effective.

But other statements made by the *Gazette-Times* with respect to the Survey's accident investigation and the data gathered are wide of the mark. The Survey had no brief against any manufacturer in any line in Pittsburgh; we took the entire 500 deaths in Allegheny county from industrial accidents in one year, and the injury cases treated in the hospitals of the county in three months, and we showed what careful, impartial investigation brought out as to the causes of those accidents and who bore the income loss involved. For example, the *Gazette-Times* in one article made its leading point as to twenty-seven cases of permanent injury in which the workmen injured were paid ranging from under \$500 to nothing. Eleven had nothing above hospital expenses. It states that these figures may be true of these twenty-seven cases, but that there were many more liberal payments made, so that our figures show only the one side. This is not the case. This was the entire group of injury cases of this sort during the period studied. These were the twenty-seven men in that time who lost eyes, arms, legs and fingers and the compensation for whose injuries could be ascertained.

The substance of the foregoing paragraphs were offered to every newspaper in Pittsburgh the past week: not one published the statement.

The explanation of why, after a full year, the Survey is being attacked in some quarters in Pittsburgh is not hard to see. Various personal factors, resentments, and opinions made up from fragmentary newspaper reports enter in; but the main elements are fairly obvious. "The truth is beginning to reach home," wrote a leading minister. "However much they damn you, there never was anything which stirred this town into action like the Survey," said a professional man. "I stand by everything you said about conditions," said a steel official; "the solid body of the people are with you."

The Survey has never made any pretensions to being the founder, originator or discoverer of civic progress in Pittsburgh. The conditions it described were those against which many bodies had battled and must continue to battle. The Survey expected criticism; but we do not expect that private interests will long shunt local patriotism into a barrier between evil conditions and an aroused citizenship. Opinion may differ as to whether the Survey overstated the evils of local conditions. We scarcely could have overstated the forces which tend to perpetuate those conditions.

AN EPOCH IN AMERICAN MINING

GRAHAM TAYLOR

It is the opinion of one, who by his official position and practical achievements is recognized to be among the chief mine experts in this country, that the appointment of the Illinois Mining Investigation Commission and the results of its work may prove to be epoch-making in the progress of the mining industry in America. He bases this opinion upon the fact that this is the first government commission invested with full authority and scope to investigate and promote both the industrial and human interests involved in mining; and further that miners and operators are for the first time officially in joint conference and action regarding their common interests in the industry. Other committees and commissions have been limited in scope to special inquiries and specific legislative revisions. Joint conferences over wages, hours and other items of trade agreements are regularly held. But this commission only approaches the all comprehensive functions of the English royal commissions on mining.

The federal and state governments have long maintained and greatly developed agricultural departments and experiment stations, railway, waterway, and commerce commissions, but mining has been left to find its own fortuitous way, unaided either by consistent legislation or by any authoritative basis for co-operation in promoting the commu-

nity of interests which operators, miners and the public have in working the mines. Yet mining involves the lives and safety of a million and a half underground workers and an annual production valued at two billion dollars. Coal mining employs 700,000 men and produces 500,000,000 tons of coal a year. In Illinois, the coal miners number 70,000 and produce 50,000,000 tons a year. To keep pace with the demand for fuel, the production of coal increased from one ton per capita in 1880 to six tons per capita in 1908.

The disastrous result of this hasty growth, too rapid for systematic development and intensified by chaotic competition, has been stated most impressively by Dr. J. A. Holmes, the expert in charge of the technologic branch of the United States Geological Survey. In his paper on The Prevention of Coal Mine Accidents before the National Civic Federation on November 23 he declared that "the industry today represents a great host of scattered, warring, discouraged elements without organization or co-operation." To this state of affairs he charges up the yearly loss of 250,000,000 tons of coal, wasted by the lack of thorough working of the mines, and by the killing or injuring yearly of from 8,000 to 10,000 men. The American mine owner is claimed to be as humane as the mine owner of any other country, "and he would like to follow every practice and use every appliance for safety that he found elsewhere, but he pays his miner higher wages and at the same time receives for his coal at the mine less than half the price received for similarly mined coal by the operator in other countries."

This chaos and loss Dr. Holmes attributes to "ruinous competition existing not only between the operators in the same field but between the operators of one field as against those in another field, or in another state, where different mining laws and regulations exist." He maintains that "the price paid for coal at the mine ought to be such as will permit and secure safe and efficient mining; mining unaccompanied by either the large loss of life or waste of resources;

mining which can have due regard not only to the safety but also to the health and comfort of the men who toil underground and whose labor is so essential to the welfare of the nation." The conclusion of his acute economic insight into the serious situation he describes is that "it is unjust and irrational that in this great and essential branch of industry, reasonable profit should be dependent upon any unnecessary sacrifice of human life and unnecessary waste of resources which we can neither replace nor restore, and which will be essential to the future development of the country."

With this background furnished by one of its own members, the Illinois Mining Investigation Commission must surely be aware of the high function which it is called upon to fulfill not only in its own state, but for the nation. It has made a good start in the preliminary report and accompanying bills presented to the Legislature now in special session, which are briefly described on another page of this issue. The provisions of the bill to protect life and property from fire in mines are so palpably necessary and practical that they need no argument and should need no urgency for their enactment other than the disaster at the Cherry mine.

The small appropriation asked by another bill, to enable the University of Illinois to establish and maintain Miners and Mechanics' Institutes, proposes a far-reaching investment of the financial and educational resources at command. Increasingly large percentages of the men employed in and about the mines are officially reported to be "unfamiliar either with the practice of the industry or with the language and traditions of the country," yet the state wisely requires men aspiring to become inspectors, managers, examiners or miners in its mines to meet certain educational requirements before they are permitted to work. The boys in mine towns leave school at an early age without special preparation for their life work. Meanwhile the difficulties and dangers of mining in the coal fields of Illinois are increasing. As the mines grow gaseous, they become more dangerous because

most of the men have had experience only in non-gaseous mines.

Hitherto little or nothing has been done to teach them the dangers and the precautions of their hazardous work. Other states and countries have established centers and agencies for such training in Pennsylvania, Wisconsin and Ohio; a few in West Virginia and Alabama; the most in Nova Scotia, England, France, Austria and Germany. Where, as in the latter countries, there is practical training of all classes working about mines, the rate of deaths and accidents is from one-third to one-quarter lower than the average in the United States—one death annually to a thousand miners while in the United States there are four and in Illinois two and a half. The plan to reach miners by simplified university extension methods commends itself to the public as well as to the men, the most experienced of whom can be little if any safer than the most untrained fellow workmen from whose ignorance or carelessness they may suffer.

The third bill is fundamental not only to the other two, but to whatever other safeguards and improvements the commission may ultimately propose. The fire-fighting and rescue stations for which it provides are as absolutely necessary to the protection of life and property in the mines as fire departments are in cities and life-saving stations on the coast. Men, especially trained to know what to do in the extremely critical conditions which suddenly threaten or inflict disaster in mines, and informed how to use scientific rescue appliances such as the oxygen helmet, are as indispensable as our trained firemen and surfmen. They constitute not only a vigilant rescue corps, always in reserve and quickly available, but stations which can supplement the occasional and fragmentary training of the proposed institutes by the more connected education of selected groups of miners. The men thus gathered in groups of ten or twenty at a time are to be kept at training and practice work from a few days to a few weeks. When a disaster occurs in any mine and the equipment is brought to the scene from the nearest station, these

trained miners, wherever at work at or near the scene of the accident, will compose the volunteer rescue corps capable of putting to immediate and effective use the knowledge they have gained and the appliances with which they have become familiar at the station.

State mine rescue stations in no way supersede or duplicate the federal mine investigation stations which should be immediately and widely extended, as proposed in Congress. They are primarily for investigation and experimentation into the cause of mine accidents and the methods of their prevention in fighting mine fires and in devising and using equipment for rescue. Only four such stations exist—in Pittsburgh, Knoxville, Seattle and the University of Illinois in Urbana. It is proposed to establish one each in Alabama, Oklahoma, Colorado, Missouri, Kansas, Montana, Utah, West Virginia, Ohio, and one in the anthracite coal fields. So far from being superseded by the state stations, the establishment of such practical rescue agencies in several states will only make more necessary the scientific research, experimentation and publication which can best be done with the resources of the federal government.

Illinois has done well to set the type of thorough inquiry into the conditions and prospects of mining, for, as Dr. Holmes has conclusively shown, "this industry needs and deserves fair treatment at the hands of the American people, and upon its receipt of such treatment, depends in no small degree not only the welfare of the operator but also of the 700,000 miners who risk their lives in supplying the fuel for the nation's industry and the heat and light for the nation's comfort and convenience."

FORESTALLING SHIRT- WAIST STRIKES

FLORENCE KELLEY

One important cause of the Shirtwaist Makers' strike is the chaotic condition of wages. On this one point employers, employed and outside investigators are all agreed. It is a fact of unusual inter-

est, therefore, that, during the present month, England is testing in practice its first law, enacted in the hope of forestalling strikes due to this cause.

On the first day of the present year, there took effect throughout England a new Parliamentary statute (officially known as the trade boards act, 1909), creating trade boards charged with the duty of establishing minimum wage rates for piece workers and wage workers in what seem to American eyes strangely incongruous trades. These are:

1. Ready made and wholesale bespoke tailoring, and any other branch of tailoring in which the Board of Trade considers that the system of manufacture is generally similar to that prevailing in the wholesale trade.
2. The making of boxes of paper, cardboard chip or similar material.
3. Machine made lace and net finishing and mending or darning operations of lace curtain finishing.
4. Hammered and dollied or tumbled chainmaking.

This last is one of the proverbial sweated trades of the Black Country, the women chain-makers having each her own little forge adjoining her cottage, and hammering every kind of iron chain—light, medium or heavy—by hand. Their poverty has been a cruel national scandal for a half century.

Trade boards are to be constituted according to regulations framed by the Board of Trade, and are to consist of employers and members representing workers, in equal proportions, together with appointed members. Women as well as men are expressly made eligible to membership, and homeworkers must be represented in all trades in which a considerable number of homeworkers are engaged.

The characteristics of the trade board act are elasticity and publicity. Besides the trades mentioned above, it may be applied to others by a provisional order of the Board of Trade if it is satisfied that the rate of wages prevailing in any branch of the trade is exceptionally low, and that circumstances render the application of the act expedient. Or the application of the act to a particular trade may be stopped by a provisional order of

the Board of Trade, but provisional orders must be confirmed by Parliament. The shirtwaist trade, as described in *THE SURVEY* last week would clearly be suitable for the establishment of such boards.

Six months after a trade board gives notice of any minimum time rate or piece rate, the Board of Trade is to make an "obligatory order."

The fine for failure to comply with a minimum wage order is twenty pounds on summary conviction, and five pounds for each day on which the offense is continued after conviction, this being additional to the sum due the underpaid employes which, also, must be paid.

Employes suffering from an infirmity which renders their work worth less than the prescribed minimum may receive exemption permits freeing the employer from punishment if he pays them less.

Notices given by a trade board are to be kept in a register, open to public inspection without payment of any fee.

The propaganda in favor of trade boards was formally endorsed by the International Conference of Consumers' Leagues at Geneva, Switzerland, in September, 1908, and all National Consumers' Leagues were urged to introduce similar legislation in their respective countries. In our own country, the National Consumers' League, acting in accordance with that resolution, created at its annual meeting last March, a Special Committee on Minimum Wage Boards. This consists of Prof. Emily Greene Balch of Wellesley College, chairman; Prof. Henry R. Seager of Columbia, Prof. Herbert E. Mills of Vassar, Prof. Arthur Holcomb of Harvard, and Rev. John A. Ryan of St. Paul Seminary, who will read a paper on Minimum Wage Boards at the approaching annual meeting in Milwaukee.

Besides a brief bibliography of the general subject of minimum wage boards, the National Consumers' League has reprinted from the *Catholic World* an extract dealing with wage boards from Father Ryan's articles on a Programme of Social Reform by Legislation. These leaflets may be had on application to the league at 105 East Twenty-second street, New York.

A BIRDSEYE VIEW OF THE ANTI-TUBERCULOSIS CAMPAIGN

PHIL P. JACOBS

ASSISTANT SECRETARY NATIONAL ASSOCIATION FOR THE STUDY AND PREVENTION OF TUBERCULOSIS

Some idea of the magnitude of the campaign against tuberculosis in the United States may be gained from statistics gathered by the National Association for the Study and Prevention of Tuberculosis. "Millions" is the only word that really tells the story.

For the purpose of taking a survey of the whole field of anti-tuberculosis work, the national association sent out in the early part of November a letter and questionnaire to every secretary of an anti-tuberculosis association, every physician in charge of a sanatorium, hospital or dispensary, and every health officer in cities with a population of 30,000 and over. More than fifty per cent of these agencies responded by giving accounts of their work during 1909. In many cases the answers were indefinite, and the writer was obliged to fill in the gap from his knowledge of the work in each locality. Where no reports were received the data on file in the office of the association were used as a basis for estimation, which, with the averages and totals for the figures at hand, have produced the results discussed in this article.

It should be noted at the outset that while approximately only sixty per cent of the anti-tuberculosis agencies furnished reports, the remaining forty per cent represented associations and institutions where little or no work has been done. Probably the reports indicate more nearly eighty per cent of actual effort, thus leaving only twenty per cent to be estimated. The results obtained are, therefore, as exact as one would probably be able to get from a field so wide as that covered by this report.

Information concerning state bodies had been solicited earlier, but because most of the state work is credited to some state sanatorium or dispensary no separate, detailed study of state achieve-

ment is included, although mention will be made of it when necessary, particularly in regard to provisions for next year.

This report deals mainly, then, with the work of anti-tuberculosis associations, tuberculosis clinics and dispensaries, hospitals, sanatoriums and day-camps, and the special anti-tuberculosis work of municipal departments of health.

Taking up the work of the more than 330 anti-tuberculosis associations and committees in existence at the end of the year, it should be noted that only 231 of them were established up to January 1, 1909. Of the 100 started during the year, not more than about fifteen have accomplished much that could be tabulated. The reports of these different organizations give a total membership of 9,817, or an average membership of 266 for 300. This membership is perhaps raised unduly by the report of some of the factory associations of Connecticut where every employe is really a member. But membership is, after all, a poor index of performance, for some of the most active organizations are small working committees, such, for instance, as those in New York city, New York state, Paterson, N. J., or Brooklyn.

A better key to what associations have done is the number of public meetings and the number of people who attended them. Thus, over 6,000 meetings were reported with an aggregate attendance of 3,521,185, or an average attendance of 583. Possibly the amount of literature distributed would show better what has been done, but here the fact that few associations keep accurate records makes the total somewhat questionable. The error is, however, considerably in deficiency rather than in excess. It seems to the writer that the total of 8,399,629 books or pamphlets should be more than 10,000,000, but granting the lower figure

it will be seen that on an average each of over 300 associations distributed nearly 28,000 pieces of literature. The value of the association as an educational medium is here clearly demonstrated.

The associations reported only 152 nurses in their employ, but in many cases the local visiting nurse associations furnish nurses, so that the actual number working under private agencies would be much larger.

Thirty-nine tuberculosis exhibits are owned and operated by local and state associations, in addition to those operated by state and local boards of health, and the national association.

The best indices of the real work done by associations are the number of patients cared for or assisted and the amount of money expended. During the year 16,998 patients were aided in some way by associations for the prevention of tuberculosis. Their total expenditures amounted to \$975,889.56, an average of \$3,253 each. This sum does not include, for the most part, the cost of sanatoriums, day camps or hospitals, nor, except in a few cases, that of dispensaries operated by associations. These are given under their respective heads.

Reports covering eighty per cent of the bed capacity of the country in use on June 1, 1909, were received, which, together with former printed records, made it possible to gain a more accurate knowledge of the sanatoriums and hospitals than of any other part of the anti-tuberculosis field. The reports do not cover the special work for the tuberculous in hospitals for the insane and in penal institutions, but they take into consideration all day camps, schools, sanatoriums and hospitals where tuberculous patients are treated. Owing, also, to the character of the work, it has been possible here to obtain better results.

The capacity of the institutions considered aggregated 14,208 beds. Of these almost sixty per cent were for incipient, fifteen per cent for moderately advanced, and the remaining twenty-five per cent for advanced cases.

The total number of patients treated in these 14,000 hospital beds were 38,758 or 2.7 patients for each bed in use during

the year. The average number of beds in each institution was forty-seven. These figures seem to indicate two things: first, that our institutions for the treatment of tuberculosis are changing in size and character. The average capacity of sanatoriums in existence on January 1, 1905, was seventy-nine beds. While the number of institutions since that date has almost trippled, the number of beds has little more than doubled. Second, that while the small, local hospital is becoming more and more popular, the demand for institutional care is increasing, with the result that our patients are not being kept in institutions as long as they ought to be. This fact seems borne out by the number of days for which hospital treatment was given, which aggregated 3,931,257, an average of 101 days, or slightly more than three months to each patient. Probably the inclusion of day camp statistics has helped give a relatively large number of patients for each bed, with a short stay in the institution. Other explanations may suggest themselves. We have tried to indicate only the most plausible.

The cost of treatment in our sanatoriums and hospitals was \$5,292,289.77, or a daily individual expenditure of \$1.346. This figure includes all sanatorium expenditures in 1909, even those for new buildings. If only maintenance were included, the daily individual cost might be decreased somewhat. On the other hand, the above total of sanatorium expenditures does not differentiate between the small temporary day camp with its relatively low cost of maintenance, the annex to the municipal hospital, which likewise shows a low cost, or the ordinary independent hospital or sanatorium unit. These facts, with the common and pernicious tendency of understating the cost and overstating the number of hospital days, will tend to reduce the daily individual figure. Consequently, \$1.346 seems to represent about what it costs on an average to care for tuberculous patients throughout the country.

If 61,586 may be taken as the number of patients who visited the tuberculosis

dispensaries of the country in the past year, the value of this kind of institution would seem to be established beyond question. About 250 dispensaries were operated during the year, each having in the neighborhood of 246 patients. The 61,000 patients visited the dispensaries nearly ten times each, making in all 606,741 visits. Nearly 350 nurses were employed, whose visits to the homes of patients would foot up in the millions.

These dispensaries spent \$640,474.64. This includes the milk and eggs or other necessities given to needy cases. Accordingly it costs about \$2,500 a year to run a dispensary.

The fact that a large number of municipalities do not keep their records in such a manner that they can distinguish what part of their work has been devoted to the prevention of tuberculosis, makes the figures derived from this source less exact than those from any other agency studied. On the other hand, conservatism has marked the record of results, and the totals must not therefore be considered as of no value, but rather should be looked upon as showing less than has been accomplished by municipal bodies. In listing expenditures, it has been necessary in several cases to include those for the construction or operation of municipal hospitals. Care has been taken, however, not to duplicate the figures in the sanatorium table. The total expenditure of municipalities amounts to \$1,111,967.53. The total amount of literature distributed was over 1,000,000 books, pamphlets or circulars. A large number of cities adopted tuberculosis ordinances during the year, but it has been impossible to get accurate returns regarding them.

As shown by the foregoing figures, by far the largest amount of money spent during the past year was for the treatment of patients in sanatoriums and hospitals, \$5,292,289.77. The anti-tuberculosis associations spent \$975,889.56, the dispensaries and clinics, \$649,474.64, and the municipalities, for special work, \$1,111,967.53. The anti-tuberculosis associations distributed the most literature, spreading far and wide 8,400,000

copies of circulars, pamphlets and other printed matter to educate the public about consumption. The health departments of the different cities distributed more than 1,056,000 pieces of printed matter, which, with those sent out by state departments of health, bring the number distributed during the year well over 10,000,000. The largest number of patients treated during the year was by the dispensaries, where 61,586 received free treatment and advice. The sanatoriums and hospitals treated 38,758 patients, while anti-tuberculosis associations assisted 16,968. The following table shows the work of each class:

Class.	Amount Spent.	Literature Distributed.	Number of Patients Treated.
Sanatoriums.....	\$5,592,289.77	.....	38,758
Associations.....	975,889.56	8,399,629	16,968
Dispensaries.....	640,474.64	.....	61,586
Municipal work..	1,111,967.53	1,056,780	.....
Total.....	\$8,180,621.50	9,456,409	117,312

In attempting to show what states lead in anti-tuberculosis work three criterions have been used: the expenditure, the number of patients treated, and the literature distributed, these three factors being summed up for all the different active agencies. Taking the returns as reported, New York leads in all lines; Pennsylvania comes second, and Massachusetts third. The fact that New York has twice as many hospital beds as any other state makes its total expenditure the largest. New York does not lead in association expenditure; Massachusetts has the largest total, nearly \$375,000. New York leads, however, in municipal expenditure, with \$374,217.05, while Pennsylvania leads in dispensary expenditure with \$421,783.16. New York's and Pennsylvania's lead in literature distributed is due to the large international exhibitions held in each state, and also in the case of the former to the aggressive campaigns of the State Charities Aid Association.

It is almost impossible to decide from

the actual reports which state comes in the fourth, fifth or other places. For instance, while New Mexico and Colorado lead in expenditure and should come fourth, they have done little or no educational work and fall far below Missouri, Maryland and Illinois in the number of patients treated. On the other hand, the large number of patients treated in Maryland is due to several fine hospitals and a good system of dispensaries in Baltimore. In Maryland 4,500 of the 5,829 patients were treated at the dispensaries, and in Illinois, 3,117 out of 4,826. The same thing is true of Missouri. In Ohio, however, only 1,421 out of 3,197 were treated at dispensaries, and in Colorado all of the 3,229 at sanatoriums.

Less difficulty appears in grading according to the amount of literature distributed. If this is, as the writer feels, an index of the educational work done, Missouri stands third, with New Jersey fourth, Rhode Island fifth, and Illinois and Massachusetts sixth and seventh.

But more interesting and more expressive than the large totals of the leaders, are the blanks which indicate no work done by the laggards. The table in the next column will show what each state is doing. The states are arranged in alphabetical order.

The cities leading in anti-tuberculosis work may be grouped in the following order: New York, Boston, Chicago, Philadelphia, Baltimore, St. Louis, Pittsburgh, Cincinnati, Rochester and Denver. This order depends not only on the amounts spent, but also on the general provisions for the treatment and prevention of tuberculosis and on work done in all directions.

Although this survey of the past year shows that much has been accomplished, the reports from all parts of the country indicate that this year the amount of money to be expended and the actual number of patients to be treated will

State.	Expenditure for Tuberculosis Work.	Literature Distributed.	Number of Patients Treated.
Alabama.....	\$1,090.75	1,000	125
Arizona.....	40,110.00	500	400
Arkansas.....	100.00	.....	.....
California.....	254,707.14	107,075	1,900
Colorado.....	566,205.17	37,000	3,229
Connecticut.....	220,190.98	13,500	1,141
Delaware.....	21,500.00	7,000	528
District of Columbia	52,500.00	210,000	1,375
Florida.....	12,100.00	4,000	150
Georgia.....	19,625.00	10,000	750
Idaho.....	.....	.....	.....
Illinois.....	202,820.53	254,500	4,826
Indiana.....	35,160.00	20,700	348
Iowa.....	41,050.00	5,500	225
Kansas.....	4,600.00	1,500	30
Kentucky.....	57,515.00	25,100	365
Louisiana.....	41,500.00	152,500	670
Maine.....	46,400.00	10,000	355
Maryland.....	195,691.07	29,500	5,829
Massachusetts.....	1,059,123.53	217,605	10,645
Michigan.....	93,306.09	123,150	580
Minnesota.....	82,117.98	89,000	1,002
Mississippi.....	.....	.....	.....
Missouri.....	123,985.96	651,000	6,461
Montana.....	500.00	5,000	.....
Nebraska.....	60,500.00	28,899	80
Nevada.....	.....	.....	.....
New Hampshire.....	12,437.50	15,000	150
New Jersey.....	211,660.62	287,500	2,159
New Mexico.....	623,352.02	.....	1,699
New York.....	1,669,179.76	4,997,600	41,779
North Carolina.....	224,200.00	28,000	1,027
North Dakota.....	150.00	1,000	5
Ohio.....	245,502.17	127,000	3,197
Oklahoma.....	3,000.00	6,000	75
Oregon.....	11,500.00	2,000	150
Pennsylvania.....	1,515,664.02	1,251,300	24,410
Rhode Island.....	127,696.57	265,830	2,516
South Carolina.....	11,000.00	25,650	165
South Dakota.....	.....	.....	.....
Tennessee.....	26,340.00	33,300	175
Texas.....	202,281.87	213,000	988
Utah.....	.....	.....	.....
Vermont.....	20,193.93	1,000	126
Virginia.....	53,615.79	16,000	1,495
Washington.....	36,400.00	85,500	210
West Virginia.....	5,500.00	82,000	10
Wisconsin.....	106,558.40	121,000	670
Wyoming.....	.....	.....	.....

be more than double that of the past year. For instance, special anti-tuberculosis appropriations aggregating \$3,976,500 have been made in the various municipalities for this year. In addition over \$4,000,000 has been set aside by the state legislatures. Besides these sums, a large number of the existing institutions and associations are planning enlargement of effort, and new organizations are being formed daily.

THE TREND OF THINGS

The *Public* of Chicago is unable to see just what the country's boasted prosperity is availing the poor man who is obliged to use any extra wage that he may be making for unusually steep butcher's, baker's and grocer's bills. The extremely high cost of food stuffs the country over has resulted in a suggested federal investigation; and the newspapers are daily reporting the progress of "meat boycotts" that have been inaugurated in dozens of communities throughout the country. The anti-meat strikers in the vicinity of Cleveland declare that "We, as wage earners, are willing to assist both the state and the municipalities in probing into the high cost of living, particularly the cost of meats, which is prohibitive.

"This agitation can best become effective by refraining from eating meat for a period of thirty days. If this does not bring the price of meat within the means of poor people, then we will refrain from eating meat for sixty days."

Commenting on the manner in which Ohio is "taking the bull by the horns" the *New York Sun* says that there is no doubt "that prices of meat, cured as well as fresh, are an almost intolerable hardship to wage earners. Persons of moderate means can scarcely afford to supply their tables. But whether the so-called meat strike in Ohio will dismay the packers may be doubted. They can stand a long siege in their cold storage warehouses, especially when the boycotting consumers are confined to one locality. Retailers in that locality would of course suffer, and the profits of the middlemen would be reduced. As a demonstration the Ohio boycott would promote publicity and in that respect would have its value in causing a thorough investigation of the meat business, but its utmost effect on prices would be only temporary. A more sensible and practical agreement among consumers would be to pledge themselves to eat less meat every day rather than none at all. It would attract incalculably more signers and the good results would be general and more lasting."

The "Topics of the Times" man in the *New York Times* does not think that a meat boycott, even if it assumed national proportions, would be of value in reducing the cost of living; for it would simply mean "a transfer of demand from one commodity to others, of which the production and distribution are conducted in about the same manner as are those of the food selected as the object of the boycott.

What may become an important development, to his mind, is the possibility that "labor and capital are no longer to have a monopoly of organization, and that at last the third and most deeply interested party to every quarrel between employers and employes is to have a word to say for itself. Some day that voice may even be heard when tariff bills are under consideration.

January 29, 1910.

There will be power behind it whenever it is raised, and whenever the power happens to be directed with wisdom, results will be sure to follow—results likely to be equally surprising and unpleasant to those who hitherto have been wont so coolly to ignore the public. If it chooses the public can become articulate oftener than on election days."

A New York butcher who has been in the business for thirty years declares that not since 1865 and 1866 has the price of meat been so high. "No competition among wholesale dealers; only one man to buy from" are his reasons for the situation. A little booklet written by Charles Barnard of Darien, Conn., *Cooking the Cheaper Cuts of Meat*, is just published. It tells how to economize in cooking. A number of recipes are given based on a "many months' study of all the various cuts of meat to be obtained in the New York market."

The pamphlet describes fireless cookers, cookers with and without radiators and best kitchen appliances. It may be obtained for ten cents by addressing the Housekeeping Experiment Station at Darien, Conn.

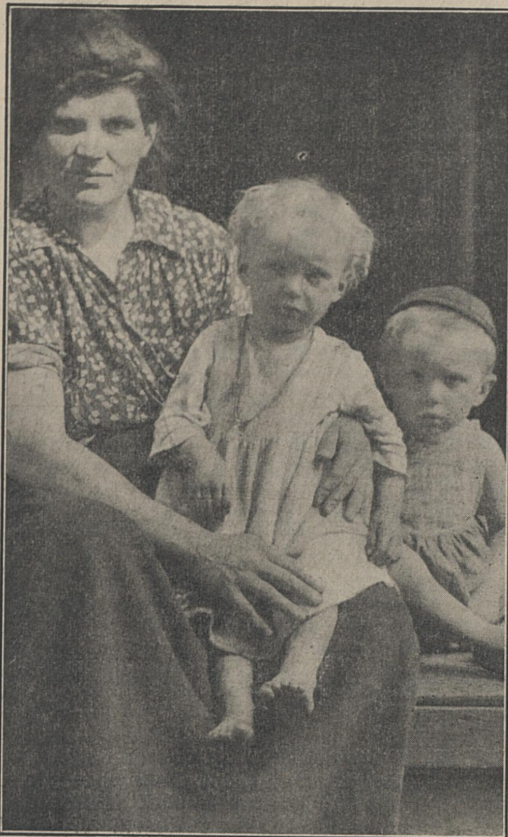
* * *

In a speech made in Glasgow, Winston Churchill, according to press dispatches, outlined a scheme of unemployment insurance to be the work of the new liberal government if it is returned to power. Mr. Churchill stated that the details of the scheme had already been worked out by the Board of Trade and that if the people granted the money, the House of Commons would pass a compulsory and contributory unemployment insurance bill, which would deal with the affairs of upwards of 2,250,000 adult workers, skilled and unskilled alike. The shipbuilding, engineering and allied trades would first come under consideration and facilities would be extended for voluntary insurance, aided by the state. The new plan would be carried on in conjunction with 150 labor exchanges, which are to be opened throughout the kingdom. These exchanges, Mr. Churchill said, would give labor a scientific market. The insurance plan would improve and standardize labor, and would equally benefit the employer and the artisan.

Chancellor Lloyd-George, at Wolverhampton, evidently referring to the same scheme, said that he had put \$15,000,000 in the budget to deal with unemployed, whereas his opponents were trying to maintain a land system which was more responsible for unemployment than any single cause.

* * *

The thirty-second annual report of the Charity Organization Society of Buffalo has the neat and business like appearance of an English report and at the same time contains the sort of live, interesting chapters that are beginning to distinguish the publi-



FROM THE BUFFALO REPORT.

ocations of associated charities in this country. A complete description of the year's work is interspersed with page accounts, with accompanying pictures of particularly interesting branches of the society's work. Childhood, Handicapped, Widowhood, Delinquency, Unemployment, Sickness, Old Age and Pensions are the subjects thus treated. This story under the title Delinquency gives an idea of the readability of the report;

"DELINQUENCY.
1908-1909.

784 FAMILIES \$5,400.25.

"We have here a child who almost suggests the Christ child, and a mother, not now like a Madonna, who has gone through the pit of sorrow from which we are trying to save such children. The little brother looks as if he were already beginning to see the shadow.

"The story is one of the saddest. Two years ago a young Hungarian couple came to Buffalo. Their landlord said they were 'the neatest and cleanest tenants he ever had.' The man was keen for work, but he spoke no English, and when the hard times came on he could not find work unaided. We did our very best, and the man went for every job we could send him to.

"Drinking followed through idleness, and

at last we heard of him in the penitentiary for drunkenness. We worked still harder, but he was often idle.

"When idle he could not refuse drink, and soon he began to refuse work. We tried stopping aid so that he could not drink, and must work. He worked again, but at first refused to go to the steel plant because he was afraid. He was hurt October 20, while at work, and died October 26. Another baby was born October 25.

"We gave them \$120 in a year. It was meager, but his undoing was not hunger. It was innocent idleness.

"Should this story be told under delinquency, or under unemployment?"

* * *

In thirty-three years, 265,000 children have been sent from New York city to the country for "fresh air" according to the report of the New York *Tribune* fund, recently issued. During the year one new Fresh Air



AT THE TRIBUNE FARM.

Home has been opened and another doubled in size.

"One home devoted exclusively to convalescent children from the hospitals, infirmaries and dispensaries of the metropolis shows that the work is extending its usefulness, adding the idea of health to that of happiness.

"Another home, used exclusively during the entire summer by children especially selected from families where one or both parents are suffering from tuberculosis, marks a step in the prevention of disease far-reaching in its effect.

"Children remaining as guests of hospitable persons on farms, in small towns and in the ten homes controlled wholly or in part by the fund, from two weeks to a month, and one party of eighty spending the entire school vacation in the country, indicate an advance toward 'adequate relief,' which is the characteristic of true philanthropy.

"There has been an increase of more than \$7,000 in popular receipts, as well as \$2,500 given for building a new dormitory at one plant and equipping the new home."

* * *

The Guild of Play, conducted by the Parks and Playground Association of the City of New York is running competition to the "large staff of unpaid leaders of play at work at all hours on the streets with great effectiveness in the interests of evil." The guild needs neither equipment nor apparatus. It requires as its essential, a "grown-up" who is fond of children and who knows their games and ways.



"In the spring of 1909 an experiment was made by the association. Groups of girls from the streets, thirty-five to fifty in number, under fourteen years of age, were organized for play hours. They met twice a week, went to the nearest park, if any, or the most quiet street, where games and dances were enjoyed. Its success was immediate. During the summer, 1,700 girls were actively enrolled, and looked to the guild as their one pleasure. With the middle of September the summer work closed. The demand is insistent to maintain the guild during the winter.

"The play hour is entirely free, no form or costume used, as the object of the guild



is to teach the games as the children would play them by themselves. An assistant is selected for each session. She is responsible for order during the play hour and conducts the games already learned. She also reports to the play leader at next meeting what games have been played during the week by themselves. Fifteen minutes of each play period is devoted to stories. The play leader tells one story—two members who are appointed at the previous meeting tell one story each. All discuss the story of the previous meeting and all express opinions on it. The only rules are—Politeness and Fair Play."

The annual report of the Parks and Playgrounds Association, in speaking of the crowded and abnormal conditions in the neighborhood of Rivington street states that permanent measures must eventually be taken to relieve the situation, but since many years must elapse before this can be done, "this spot would be an admirable site for a five-story recreation building open on all sides for air and sunshine, and offering safety and enjoyment to children and mothers alike."

* * *

Engineering News dwells on the importance of going outside the medical profession to find heads for health departments, and speaks of the recent appointments of John A. Vogelson as head of the Philadelphia Bureau of Health and of Dr. Ernst J. Lederle as New York city's commissioner of health as highly significant. It points out that medical schools, generally speaking, are not fitted to do more than prepare their students for ordinary practice. The *News* believes that the schools of sanitary engineering, chemistry and bacteriology do much more in training prospective health officers, "although no one would maintain that these schools afford the ideal training . . . We expect to see in the future an increasing number of selections from the ranks of engineers, chemists and bacteriologists to head municipal health departments. The facts are, that modern health-protective work has developed far beyond the capacity of the practicing physician. Doctors there are, of course, who by their breadth of interest and devotion to the public good since leaving their medical colleges, have done much to qualify themselves for the position of health officer, but as a rule, physicians are appointed to this position from a mistaken notion on the part of the public that their training and experience has eminently fitted them for it, and that there is no other professional class to draw from."

The *New York Medical Journal*, in commenting on Dr. Lederle's appointment, says:

"On general principles, of course, we prefer a medical man for the office, and Dr. Lederle is not a physician. He is, however, an accomplished chemist and a man of broad training in sanitary science; moreover, he has previously served with credit as the health commissioner of New York, and there

will be a general feeling of confidence in the medical profession that his administration will be distinctly serviceable to the city."

* * *

Montreal bids fair to be looked upon as a plague spot of typhoid fever in much the same way that Pittsburgh was for so many years, according to *Engineering News*. "The usual winter scourge of typhoid has filled the hospitals of Montreal to overflowing and has again raised serious questions regarding the water supply of the city. How long will it be before the Montreal authorities wake up to a sense of their responsibility and provide a water supply beyond question? It has been alleged, we believe, that the water-supply is not responsible for these winter outbreaks, but that seems to be against the evidence. It is high time the facts were determined and the remedy applied. Residents of a typhoid-infected city, that is such of them as survive, tend to become immune to typhoid, but temporary sojourners who come from cities relatively free from the disease, are in great danger of infection."

* * *

In 1906, after seventy-five years of life as a congregate institution, the Albany Orphan Asylum moved to an eighty acre farm where cottages were built for groups of twenty-five and where some opportunity was given for the development of individuality.¹ The annual reports for 1906, 1907 and 1908

new buildings—a striking contrast to the continuous hospital service of the old institution.

"With reference to the mental development of the children, enthusiasm needs to be tempered with caution. The individual is endowed with mental capacity and traits which are part of his structure, and can no more be exceeded than his height can be increased. The children of the asylum, recruited from homes of poverty, neglect and even vice, many of them carrying the brand of a dissolute and diseased ancestry, must inevitably present narrow limits of achievement. Not until years have passed and results have been accomplished and recorded, will it be possible to estimate them and to establish a balance between the effects sought and those attained."

* * *

The University Pastors' Association of the University of Wisconsin has issued a prospectus of addresses, sermons, lectures and entertainment programs available to churches, young people's conventions and religious conferences throughout the state during the current academic year. The course is announced in the hope that "a few of the Christian men of the University of Wisconsin may be of value in extending services, both religious and social, throughout the state."

The addresses are listed under two heads,



THE ALBANY ASYLUM.

are largely devoted to construction plans, but the 1909 report, recently issued, says that after two years of active trial, the managers are gratified to be able to report that the high ideal seems in way of attainment. This ideal may be described as the evolution of character, mental development to the full capacity of the individual child, and the preservation of his physical health. As to the latter, there has been no serious case of sickness since the children occupied the

¹R. R. Reeder's new book, *How Two Hundred Children Live and Learn*, tells the story of moving a family of 200 children from the barracks type of institution to country and cottage and home. Charities Publication Committee, New York, 1909. Pp. 247. By mail of THE SURVEY, 105 East 22d street, New York, or 158 Adams street, Chicago, postpaid, \$1.25.

"Specifically Religious" and "General." Under the former caption among subjects of particular interest to those interested in social work, are Working with the Hands, The Big Stick and the Up-to-Date Sinner, The Average Church is Keeping Abreast of the Times in Regard to Wrong Doing, Rural and Social Organization. Under the head of general addresses appear these topics: Playgrounds and Play, Open Air Treatment of Boys, German Gymnastic Festivals, The Recession of Tuberculosis, The Home, The Club, The School and The Church, What's the Matter with the Immigrants? Country School a Social Factor, The Farmers' Co-operative Association and Education for Rural Life.

COMMUNICATIONS

THE CLOSED SHOP

TO THE EDITOR:

Your remarks in the issue of your magazine for January 15 with reference to my attack upon the closed shop, is my apology for asking the privilege of presenting my views upon this well worn subject.

The closed strike principle is as old as history or older. From the age when men became gregarious it must have flourished, for it is founded in human nature and yields only to stubborn and prolonged resistance. If it were not a fundamental plank in the trades union platform it would be because the union was superhuman in judgment and sublime in self-sacrifice. The sage, the moralist, the statesman, if transformed into tradesmen would be "closed shop" men. The policy has immediate and substantial promise and its success seems to justify its wisdom. The objections to it sound abstract and academic and their positive outlook is rather impersonal.

Moreover, the closed shop principle appears in more or less definite form in nearly every department of active life. It has always been practiced in science, in society, in business, in industry, in politics and in the church. Why should it be prohibited to trades unions? If the existence and the recognition of the union and the closed shop were inter-dependent and the denial of the latter prohibited collective bargaining, the justification of the policy could hardly be contested. But this is not the case. The representatives of the union can and do deal with the employer in the "open shop." It is true the closed shop materially strengthens the position of the union and facilitates the progress of its policies. It also protects its members against the discrimination of employers, who discover in it an obstacle to the cynical exploitation of the labor market, and these considerations add weight to the argument for expediency.

Is it not however the verdict of history that the closed shop policy demoralizes its votaries in proportion to the success they attain? Temporary benefit often secured seems to lead invariably to ultimate disaster. It is perfectly true that this statement, if accurate, does not in the least appeal to the generation that is struggling to secure for itself the largest advantages in the industrial world. Its descendants can fight their own battles and the wage earner whose participation in the benefits of civilization can be materially increased with benefit to society, cannot be expected to sacrifice immediate advantage for what may seem to him a visionary hereafter.

But is not the experience of the church an illuminating study? How often in its history has it been a "closed shop" to the serious injury of its spiritual life? Luther's protest in the sensuous age of Leo the Tenth brought in the counter reform in the Roman Catholic Church. The Church of England

was a closed shop and in suspended animation when Wesley was driven to set up the "open door" of Methodism. In breaking open the door of the Establishment he begot in it the evangelical revival of the early nineteenth century and the renewed spiritual activity that continues to characterize her ministrations. As a matter of fact all the Christian churches are still suffering from the "closed shop." They are conscious of its menace to their usefulness but tremble to confide themselves to the unexplored sea, to a frankly "open shop." When they can see their way clearly to throw down the unessential limitations to membership that now separate them from each other and that nourish the dissent of the alien world, they will astonish civilization.

The same phenomena appear in political life. Illustrations are abundant. Before the passage of the Licinian law, the Roman republic was a closed shop of the patrician order and the exclusive privileges of the aristocracy had effectually corrupted it. When Licinius and Sextus broke in by making the plebeian eligible to the consular office, the effect was tonic. Macaulay characterizes it thus: "The results of this great change were singularly happy and glorious. While the disabilities of the plebeian continued, Rome was scarcely able to maintain her ground against the Volscian and the Hernican. When these disabilities were removed she rapidly became more than a match for Carthage and Macedon."

When Hippias was expelled from Athens by outraged public sentiment, he believed the Athenians incapable of sustained heroic effort, and landing with the Persians at Marathon a generation later, he confidently expected the immediate submission of his former subjects and the resumption of his autocracy. But a memorable generation had passed since his expulsion. The democratic constitution of Kleisthenes with the liberal modifications of Ephialtes and Pericles had been adopted, and the free people of an autonomous city successfully defied the host of the Great King. Athens was the model open shop of the ancient political world. Professor Freeman properly describes the significance of her institutions. "In popular conception" he says, "the literary glory of Athens has always been permitted to overshadow her political greatness but in very truth the pre-eminence of Athens in literature and the arts was the direct result of her superiority in freedom and good government."

In modern times the lessons are no less instructive. The political condition of England before the passage of the Parliamentary reform bill of 1832 was sordid, narrow and corrupt, the cities were denied autonomy and were the prey of spoilsmen. The great land owners monopolized the functions and privileges of government. One of the earliest fruits of forcing open the closed door of legislative representation, was that memor-

able act of national generosity, the abolition of slavery under the British flag. In our own political life the struggle between the closed and open shop, has been incessant and intense. The former, naturally, has had the first innings. The colony of Massachusetts led the way in excluding from office all but churchmen. In the American commonwealth its first expression was in the congressional caucus which later developed into what we popularly call the machine—the control of a party by a limited group. This has led directly to the spoils system and to the exploitation of government by private interests.

Slowly but surely the fundamental patriotism of the American people has been pushing open the door and the benefit of our political parties is unmistakable. The character and capacity of our candidates and of our leaders, and our party policies are higher and more ingenuous than a generation ago. The closed shop in politics is doomed and our political future full of promise.

This same lesson trades unionism must be taught for its own sake as well as for that of the community. It cannot be expected to apprehend it by itself. The pressure must come from without. There are a number of serious phenomena that make their appearance in rapid sequence to the success of the closed shop. In this city in the building trades, employers and employed have agreed upon the policy and non-union labor is shut out. The unions, having then successfully limited the supply of labor to their own membership, are now seeking to limit that membership itself by costly initiation fees, by the restriction of the number of apprentices, and an arbitrary and excessive period of apprenticeship. This attempted exclusion of tradesmen from the union is irreconcilable with its creed. There is still another parasitic consequence of the closed shop, and that is the policy popularly known in England as Ca'canny—that is to say the restriction of the employes' output or volume of his day's work. I have been informed that the London mason is prohibited by his union from laying more than 400 bricks a day. This is in blind obedience to the mistaken economic policy that the less a tradesman does the more work there will be for the unemployed in his trade, and the fraternal sentiment is invoked to support the heresy. Some years ago a parliamentary inquiry reported the following among other incidents: A man was found in a large establishment of leather goods punching holes with a machine. His pay had recently been changed from the daily wage to piece work compensation. He reported that he was doing about three times as much work a day as under the wages system and explained that he knew he was doing wrong but he had the permission of the union to do it. "What thy hand find'st to do, do it with thy might" is a fundamental moral principle and the inculcation of the theory that a man should de-

liberately restrain his energies and limit his capacity, is doing him serious moral injury.

All of these repressive expedients are wholly dependent upon the closed shop. They could not exist without it, but they breed naturally in the congenial atmosphere of the artificial monopoly it creates. In the long run they must discredit the trade union cause and retard its progress, yet their practice if not pardonable does not deserve wholesale and inconsiderate condemnation. "Thou that judgest another doest thou the same things," is an instructive admonition and when critical analysis reveals the practice of the closed shop in many unsuspected places, wholesale denunciation is dangerous. Possibly, also, it may be proper to regard it as one of the crude phenomena of social evolution destined to prepare the way for a more finished policy. Nevertheless one must not advocate or condone it when a study of human experience encourages his belief in its mistaken policy and far-reaching danger.

R. FULTON CUTTING.

New York.

SHIRTTWAIST MAKERS' UNION

TO THE EDITOR:

I happened to read your editorial just after I had been talking with a social worker who is much interested in work among the colored people. I do not know whether her information is reliable, but in view of one sentence in your article I write to say that she told me that colored shirtwaist makers could not get into the union and were likewise not permitted by the union to work in the shops.

ALFRED T. WHITE.

Brooklyn.

[Mr. White's information about colored shirtwaist makers is undoubtedly correct. In Social Forces of our issue for January 15, in discussing the closed or open shop in the shirtwaist trade, it was stated that "they are willing that everyone shall belong to the union." The point would have been more accurately put if it had been made to read that there would be no objection to any of those working in the shops joining the union; in other words, the closed shop does not in any way affect the number of people or the selection of people engaged in the industry.—Ed.]

PEOPLE vs. ENO

TO THE EDITOR:

I have received copy of THE SURVEY for the week of January 1, and notice the article on pages 433-9 under the heading Factories Must Be Ventilated, in which you refer to the action brought by the labor commissioner against Amos F. Eno.

As one of the attorneys for Mr. Eno, permit me to say a word in reference to this

case, as I think your article inadvertently gives an erroneous impression as to what the case decided, and as to the position taken by the defendant, the landlord.

The case came before the Appellate Division upon an agreed statement of facts, which briefly, were as follows: The landlord had rented large lofts, absolutely vacant, with many windows, both front and rear. The lease contained a provision that the tenant would, at his own cost, comply with all requirements of the public authorities. The tenant then put in certain partitions and fixtures, and employed from seventy-five to eighty-five persons under conditions (described in some detail in the agreed statement) which made artificial ventilation necessary. There was no question involved in this case as to the right of the state to compel the proper ventilation of factory premises. That was expressly admitted. We quote from our brief, page 2: "We admit that under those circumstances the air became bad. We admit the right of the state to correct that sort of thing. We are not here to raise technical points of constitutionality against the power of the state to punish a man who crowds people into a room and does not give them air to breathe."

The only point in the case was whether, after the fact had been brought to the labor commissioner's attention that the tenant had by his use of the premises made ventilation necessary and that the tenant was ultimately responsible as between the landlord and tenant to pay the expense of providing ventilation, the law did not require the labor commissioner to proceed against the tenant, and by the strong arm of the law compel him to provide his employes with sufficient air to breathe.

Now, it may be that we were wrong in our construction of the law,—the Appellate Division has so decided; but we take it that the question before you in your survey of *The Common Welfare* is a much broader question, for you are concerned not only with the interpretation of the law, but also with its just enforcement, and finally with its amendment, if amendment be necessary, to bring about a just result. You are concerned not only that proper ventilation be compelled but also that the compulsion be exerted upon the person really responsible.

In the case in question, it is admitted that the labor commissioner could in his discretion proceed against the tenant first. Does not fairness require that, where he knows all the facts, and where the necessity for ventilation depends upon the manner in which the tenant uses the premises, and where the tenant has deliberately assumed the full obligation to provide such ventilation as may be necessary, and where it is fair to presume that this obligation was an important consideration in fixing the amount of rent and that if it had been assumed by the landlord the rent would necessarily have been much larger,—is it not fair, we say,

under these circumstances, that the state should punish the man who violated its regulation, rather than punish another man who did not violate it and who had no control over the act of violation; or, in any event, is it not fair that the state should first exhaust its remedy against that man, the tenant, before proceeding against the landlord?

Apparently the commissioner of labor has made it a rule to proceed against landlords in all cases and pay no regard to any equities. This may be popular with the multitude, but is it justice?

FRANCIS C. HUNTINGTON.

New York.

[It is an administrative convenience, perhaps it is an administrative necessity, that the state should deal with the landlord even if the real delinquent as in this case is the tenant. The same principle has been adopted with great advantage in the penalizing of a tenement house, i. e., of the landlord, if an apartment in it is used for prostitution. At the same time there are obvious disadvantages in this policy. The tenant not being held directly responsible may come to look upon the landlord as the only one to fear and the one with whom to come to terms. The tenant may thus lose some very valuable lessons in good citizenship.—Ed.]

COMPENSATION FOR WORKMEN

TO THE EDITOR:

Allow a veteran lawyer who has had much experience in negligence cases to contribute to the discussion on Compensation for Injuries to Workmen.

Fifty years ago there were few negligence suits. Employers in general knew their workmen and when injuries occurred voluntarily made compensation. But as factories increased in size and personal acquaintance between employer and employe became less common and the number of injuries increased, enterprising lawyers who had no regard for the traditions of the profession, began to promote law suits by the injured parties upon agreement for fees contingent on success. Litigation consequently multiplied. Then companies were chartered with power to insure employers against liabilities for injuries to their workmen. The result is, as your columns show, that the employers pay large sums in insurance premiums, but only one quarter of these go to the injured party.

The whole arrangement is cruel and wasteful and the worst of all is that frequently the most deserving receive no compensation.

My observation is that before these insurance companies were formed, the compromise of claims by the injured workman or his family was much more common than it is now. Under existing conditions the employer cannot, and very often the agent of the insurance companies will not settle a claim which is intrinsically just.

If the courts had been left to themselves they might have declared it against public

policy to insure the employer against liability for his own negligence. The courts in this country did this seventy years ago, in reference to contracts made by carriers, to exempt themselves from liability for negligence. But when the legislature has chartered a company with the express power to make such insurance, the court cannot say that it was against public policy to do so.

The great difficulty in obtaining provision by law for compensation to workmen or their families, in case of injury or death, will be found in the existing investments in the casualty insurance companies. Thousands have invested in their stock and get good dividends on their investment.

As Mr. Taft said more than a year ago, "interests which have fattened on abuses, cannot be disturbed without their making a fight for their lives."

Possibly this opposition would be diminished if the proposed legislation were to provide that hereafter no such insurance should be permitted, but that the insurance companies now engaged in that business should be allowed to receive premiums from employers, the net proceeds of which should constitute a fund for compensation to injured workmen and to the families of those who may be killed while employed in work, and that employers contributing a certain prescribed proportion of their wages to such insurance fund should not be liable to an action by the workman if living, or by his family, if death should result from the injury.

In any case it seems to me clear that provision should be made by law for compensation to the injured workman or his family, and that the present cruel and wasteful system should be changed.

EVERETT P. WHEELER.

New York.

THE JEANES FUND

TO THE EDITOR:

In a recent number you make the following comment on Jean Gordon's report:

"The Jeanes Fund for the industrial education of Negroes insures in the next few years a good education to every Negro in Louisiana, but there is no such private means to see to it that white children are fitted to become more than unskilled laborers."

Such a statement gravely exaggerates the scope of the Jeanes fund of one million dollars. The interest on this money is to be used for Negro rural schools. Let us suppose it returns five per cent, giving an income of fifty thousand dollars. After deducting the expenses of administration we should have not more than five thousand dollars each to be used among, let us say, nine southern states. The fund may reach a larger number than this, but we can put

it roughly that Louisiana is entitled to five thousand dollars.

In 1900, according to the federal census (and we have no reason to think that conditions have greatly changed) the Negro population of school age was 217,886. Of this number 48,696, or 22.4 per cent were in school. Of children between ten and fourteen, the age they are likely to be spared from work if they are at all, out of 82,803, 28,751 or 34.7 per cent were in school. Here we have a task, if, as Miss Gordon assures us, all Negro children are soon to receive an education by the wise expenditure of five thousand dollars a year! Nor must we only consider the unschooled. Mr. Dillard, president of the Jeanes fund, in an article in the *Independent* for December 2, tells us that the short term "averaging about four months in the rural schools, perhaps less," and the low salary paid the teacher, make the instruction so poor and inadequate "that the South is really wasting much of the money spent for Negro education." These present schools then must be improved before it is wise to think of new ones.

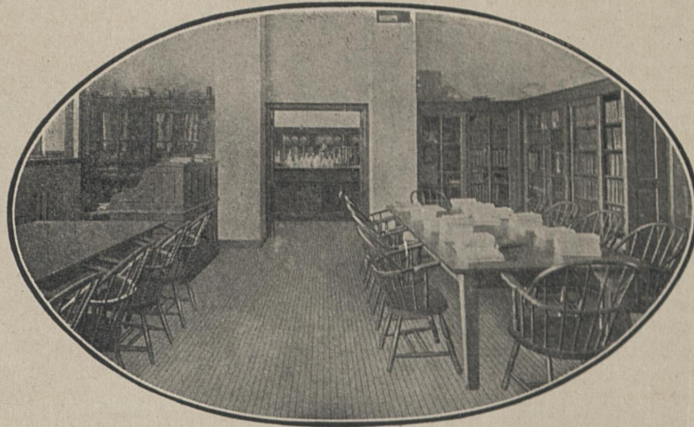
The five thousand dollars is a little over two cents a year for each child, perhaps three cents, as the money does not go to city children. The supervisors appointed by the Jeanes fund (who do a praiseworthy work, visiting such schools as they can and assisting the teachers) raise a little money among the colored, enough possibly to bring the sum up to four cents a head. They teach industrial education; that is, as Mr. Dillard explains it, without tools they show a few simple things in gardening, carpentry and sewing. Their work is excellent as far as it goes, but neither this, nor the occasional appropriation at their suggestion of money to lengthen a school term or to buy better equipment can accomplish anything in the least approaching what Miss Gordon claims.

I feel that this is a matter to be brought to the attention of THE SURVEY, a magazine especially interested in philanthropy. It is a common mistake to overestimate the scope of philanthropic work, thereby misleading the community regarding the necessity of municipal and state appropriations, and harming the poor. Were I to say in writing to your magazine that the settlements in New York reached all the children in the city who need help, influencing them in their hours of leisure by play and attractive work, you would receive scores of letters in contradiction. Yet such a mistake would be no more incorrect than Miss Gordon's, and for the sake of the many children in Louisiana whom the Jeanes fund cannot possibly educate I enter this protest against such a vast claim for a single philanthropy.

MARY WHITE OVINGTON.

Brooklyn.

Contamination of the Air in Public Buildings By Dust.



Treatment of Floors the Logical Preventive.

THE AIR in public buildings, schools, stores, etc., usually contains a greater or less quantity of impurities. Such contaminations of the air may not only be injurious to the respiratory organs, but they can also become a positive menace to health, particularly as such dust in the air is almost invariably polluted with disease bacilli, some of them the germs of Tuberculosis, Typhoid Fever, Asiatic Cholera, Diphtheria, Yellow Fever, Pneumonia, and other ills equally dangerous.

The actual presence of these germs of disease in dust constitutes one of the greatest dangers of mankind, for these micro-organisms multiply a thousand fold in an exceedingly short space of time. Therefore it follows that if a person affected with any infectious disease should mingle with a throng of people in some public building, the effluvia from his infected body would shortly pollute the air with the germs of that particular disease.

In time these germs would multiply and mingle with the dust circulating throughout the building. When the room is vacated and quiet restored the dust and germs settle on the floors. If the floor surface is dry, any slight movement or air-current would be sufficient to whirl the dust into the air again. On the other hand proper treatment of the floor will hold all dust that settles on it and *destroy* all living germs.

Standard Floor Dressing is a preparation made for that particular purpose. It is the logical preventive of dust and the transmission of disease by dust. By keeping wood floors at just the right degree of moisture it catches and holds every particle of dust and every germ touching it.

They cannot rise into the air again because of the dressing, so that the sweeping of floors treated with Standard Floor Dressing will not create a particle of dust to pollute the atmosphere a second time.

This treatment of floors is not merely a precautionary measure for the prevention of disease, but it is a distinct benefit to the floors themselves. Standard Floor Dressing has a peculiarly beneficial action on the wood, for floors treated with the dressing will last for many years longer than those untreated, and moreover the wood will not crack or splinter.

Then again, because a dressed floor eliminates dust, the actual labor of sweeping and caretaking is materially reduced, and at the same time the cost.

Standard Floor Dressing is *not* intended for household use, but *it is* indispensable for the treatment of wooden floors in every public building, every school, college, hospital or store.

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For the benefit of those who are combating the transmission of infectious diseases, physicians, and those in charge of hospitals and sanitariums in particular, we are making a remarkable offer. To demonstrate that Standard Floor Dressing *will eliminate* dust and *kill* disease germs, we will treat the floor in any one room or corridor in any hospital, sanitarium, school or public building. Physicians of national reputation have tested Standard Floor Dressing and pronounce it the ideal dust preventive. We have a comprehensive book entitled "Dust and Its Dangers," which we will send gratis to all interested, together with testimonials and reports of those who have used and experimented with Standard Floor Dressing. Sent on request.



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